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 approach have not yet been realized by many teachers and educational administrators. The Committee has found, in the course of its survey and investigations, many hopeful features; it has also laid its finger on many weak spots and defects of understanding or organisation which must be set right. I trust that the suggestions made by the Committee will receive the careful consideration of educationists in general and the State Governments in particular. I would like to make it clear that it was not the object of this Committee—nor was it instructed—to sit in judgement, as it were, over the work of the Education Departments. It was rather a cooperative effort, on the part of the Education Departments as well as the educationist-members of the Committee, to survey the existing situation regarding Basic education in the various States and to think out ways and means of bringing about effective improvements. The actual suggestions made by the Committee have been considered by the Standing Committee of the Central Advisory Board of Education on Basic Education and this Committee has generally approved of them. But they have not been considered yet either by the Central Advisory Board or the Government of India and should, at this stage, be regarded as recommendations made by an expert committee which merit serious consideration.

K. G. Saiyidain

New Delhi,
 3rd August, 1956.

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ERRATA

1. At page 7, 7th line—For fullstop read comma.
2. At page 9, 15th line—After “all-India” insert comma.
3. At page 10, at the end of the 23rd line —Add “run” after “being”
4. At page 20, 19th line—After “States we visited” add “first”.
5. At page 23, 29th line—Delete “four” before “States”.
6. At page 23, 3rd line from the bottom —For “Basic School” read “Basic Schools”.
7. At page 24, 35th line—For “inrolled” read “enrolled”.
8. At page 28, 29th line—For “reasonable” read “reasons be”.
9. At page 29, 2nd line—For “close” read “chosen”.
10. At page 29, last but one line —For “administrating” read “administrative”.
11. At page 30, 5th line from the bottom —Delete “and the local training school”.
12. At page 32, 18th line—For “write” read “wait”.
13. At page 41, 17th line—For “contributor” read “contributes”.
14. At page 41, 19th line—For “training ‘n’” read “training in”.
15. At page 59, 1st line—Delete “to what we have called our continuation report”.

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CHAPTER I

Introductory Remarks.

This report is based on our visits to and studies in eleven States. The States we have visited appear to represent a fairly good cross-section of the picture of Basic education in the country and it is, therefore, reasonable to hope that it represents the general situation fairly adequately and it will help in understanding the all-India picture.

Travancore-Cochin presented the picture of all the problems and difficulties of a State just beginning the experiment of Basic education in a planned manner. Mysore began Basic education more than six years ago on a small scale and then made no progress all these years. Bombay State started off earlier in a much larger way but mainly devoted its attention to making many ordinary schools into craft schools as a half-way house to Basic education. It had, at the same time, started three small compact areas of Basic schools which have remained more or less static. Madras State began Basic education a little later and is now going ahead systematically and on an extensive scale. Other States in India are also in one or the other of the four stages of development seen in these States.

(ii) Places and Institutions Visited

We visited the States of Bombay, Mysore, Travancore-Cochin and Madras only during the first lap of our tour and submitted an interim report as desired by the Government of India. Thereafter, we visited the States of Delhi, West Bengal, Orissa and Andhra as also Sevagram in the second lap of our tour and a little later in our final round we went to Uttar Pradesh, Bihar and Assam. It will, thus, be seen that we were not able to visit the remaining States and this was due to lack of time, as more than one member of the Committee could no longer afford to give any more days to visits.

Our visits to the eleven States have given us a factual picture of what is being done in the field of Basic education in the country, which is good enough for us to prepare this Report.

In every State we visited we had, more or less, a five-pronged programme as follows :

1. Discussions with Chief Ministers, Education Ministers, Directors of Public Instruction and other officials of the Education Department ;
2. Discussions with leaders of public opinion ;
3. Visits to Basic Teacher Training institutions and detailed and separate discussions with the teaching staff and the trainees ;
4. Visits to Basic schools and talks with the children, the teachers and local public, also occasional visits to non-Basic schools nearby ;

5. Participation in Basic Teachers' meetings and even public meetings.

We have thus had a glimpse of how Basic education is developing or not developing in many places and we came across a multitude of problems, difficulties and issues connected with it. We tried to feel the pulse of the public, the teachers, educational authorities and even of school boys and girls.

We had also some opportunity of studying the whole question of Basic education at one more level, i.e. that of the Government of India, though this was only very partial. Even if Education is a subject in the hands of the Governments of the various States, the Central Government through the Ministry of Education can and does exercise considerable influence over policies and programmes of education in all the States. It would, therefore, be necessary at some time or other to study more fully the mind of the Ministry of Education at Delhi in regard to innumerable issues which are relevant in the development of Basic education on a nation-wide scale. Clear and unambiguous elucidation of what fundamental characteristics and principles constitute Basic education by the Central Education Ministry can profoundly influence the whole programme in the country. In fact, it was our experience in all the States we visited that the keen interest taken by New Delhi in regard to Basic education has stimulated interest in the subject everywhere. The States which have gone ahead with Basic education are trying to plan better and States which have lagged behind are, for the first time, taking up the question of spreading Basic education with more or less earnestness. It is our clear view that the Central Education Ministry can and must influence the States to do better and also help them do better. What is being done in this regard is certainly not enough, if the Basic education programme is to fulfil itself efficiently and without avoidable delays.

(iii) What We Tried to Assess and How

We tried to assess Basic education work at the following levels:

1. At the State Government and Ministerial level ;
2. At the Administrative level ;
3. At the Basic Teacher Training level ;
4. At the Basic School level ;
5. At the Public level.

At the State Government level, our object was to find out if there was a clear understanding of what Basic education is, whether there was a declaration of policy that Basic education will ultimately occupy the whole field of Elementary education, if there was a plan for the development of Basic education and if so, how the plan is or will be implemented and what are the difficulties, in the changeover and for a drive for Basic education at this top level.

At the administrative level, we tried to find out if the existing Education Departments were being geared to the task of spreading Basic education or not. We studied what administrative steps were being

taken, if any, to help in the change-over from the existing to the Basic pattern of Elementary education. Were the Departments of Education in the different States aware of the problems and alert enough to deal with them ?

Apart from the training of Basic teachers, were steps being taken to train the administrative and inspecting officers ? What were the arrangements made for the supply of raw materials, craft equipment and for inspection in the growing Basic education sector ? These were among the questions we concerned ourselves with at this level.

At the Basic Teacher Training level, besides several other important points, we were much concerned to know if craft study was efficient and if trainees got a good grounding in the technique of correlated teaching.

At the Basic school level, we looked to see if the Basic schools were able to fulfil even the minimum requirements of Basic education.

At the Public level, we tried to find out whether there was understanding of or enthusiasm for Basic education in the public mind, irrespective of political differences and whether any efforts were being made by any agency to educate public opinion in this matter.

CHAPTER II

The General Factual Picture

In this report, we do not propose to include the results of our detailed studies for each State separately. We would rather give the general factual picture, but take instances from one or the other of the States to illustrate any particular matter which needs to be stressed. The following items are important, though they are not given necessarily in the order of priority :—

- (i) Inadequacy of the compact area method : need to turn all schools towards Basic education.

It is now clear that the method followed till now for developing Basic education, i.e. by creating small compact areas of Basic schools in selected places, will no longer be adequate. Creation of compact areas might have been a good procedure before, but now the process has to be different. In Bombay State and in Mysore, the compact area method has tended merely to create small patches of Basic schools here and there, without these patches multiplying or spreading quickly or extensively enough. The creation of such patches has led to their remaining in that condition far too long without affecting the surrounding overwhelmingly vast area of Elementary education which is non-Basic. Also this has resulted in some special conditions being created which make Basic education look artificial.

It has been our experience that generally compact areas have continued all these years without real growth. The gulf between the compact areas of Basic schools and remaining vast non-Basic areas has come to be accepted as a matter of course by the Education Departments concerned. Instead of the compact areas affecting the remaining areas, in actual practice, the larger area of non-Basic schools has affected and weakened the morale of the Basic patches.

We saw the same picture as we went through such States as Andhra, Assam, West Bengal and even in Orissa and Bihar in which two latter States, Basic education has a good record, though only in limited areas.

The situation in regard to Basic education in these States also made it very clear to us over and over again that the compact area method of developing Basic education is no longer satisfactory by itself and that the great need now is to turn the whole of Elementary education towards Basic education.

In Andhra, for instance, the few Basic schools constitute little isolated patches and are surrounded by overwhelming areas of non-Basic schools and those in charge of Basic schools looked pitiable in the plight in which they were caught. In more than one State the educational authorities appeared to look upon Basic schools and Basic Training schools as kept in quarantine so that these should not affect the good health of the

bigger belts of non-Basic institutions. In one State, the Director of Public Instruction himself frankly admitted that he could hardly do any thing to improve the situation under existing conditions, remarkable for their lack of adequate equipment and raw materials and relevant arrangements.

It was in Andhra that we realised more than ever before that unless the Education Department is made to realise that Basic education is a major and urgent issue, the progress of Basic education would be so slow and inefficient as to defeat the whole programme. This was true of Assam also, though in a lesser degree. In Bihar and in Orissa where we saw good Basic education in restricted and unexpanding areas, we felt sad that what had already been proved to be good in experiment would not or could not spread more and more extensively without delay. Uttar Pradesh and, to some extent West Bengal, presented a peculiar problem. In Uttar Pradesh all Elementary schools* are called Basic schools and the declared policy is to place no emphasis on productive work. In West Bengal also 'Productivity' is rejected in favour of 'Creativity' leading to little production and equally little creation.

We are strongly of the view that there should be a clear and unambiguous declaration of policy concerning Basic education by the various State Governments. Such declaration of policy should include well-regulated plans for converting all Elementary schools into Basic schools within a stipulated period as well as for dovetailing Basic with Secondary and University stages of education. Departments of Education must then be instructed to carry out such plans. This would necessitate a two-fold line of development. The first would be the improvement of Basic Training schools and Basic schools wherever they already exist and steadily adding to their number from year to year. This would include turning out fully trained Basic teachers in increased numbers. The second would be the progressive conversion of all Elementary schools as a whole into Basic schools by introducing into them, by quick progressive stages, the various aspects of Basic education except the technique of correlated teaching which will have to wait for trained teachers. The introduction of several aspects of Basic education in all Elementary schools will not require any considerable additional expenditure. It will only mean the wholesale reorganisation of Elementary schools on the Basic pattern.

These proposals may be summed up by saying that the quarantines called 'Compact Areas' should no longer be the sole method of expansion of Basic education by adding one compact area to another slowly through the years. Instead, the whole of Elementary education should be plunged into a programme of conversion step by step and be completed within a stipulated period. We must replace the vertical process by the horizontal. Thus alone can we galvanise Education Departments and bring a sense of urgency into Educational reconstruction. Every Elementary school teacher, every Inspecting authority and coordinating official will thus get involved in the programme and the whole outlook and psychology within Education Departments will change in the right direction.

We give below our suggestions for initiating in all Elementary schools what we call the horizontal programme of conversion, calling for

* This will include the first eight years of schooling which in some States mean Primary and Middle.

no considerable additional expenditure, and easy to work while the fully trained Basic teachers are not available in sufficient numbers :—

- (i) Introduce activities like *Saphai*, kitchen-gardening, etc. in all schools, teaching children to participate in them intelligently and appreciatively.
- (ii) Introduce community self-government of children through their own 'Aam Sabhas' and their own elected Ministries to develop a sense of responsibility and leadership. The Ministries should be elected often enough in the year to give everybody a chance in small batches to undertake various activities and programme under their own management.
- (iii) Introduce cultural and recreational activities planned and executed by children under the guidance of teachers, in order to produce physical fitness and mental happiness and also to inculcate a growing sense of aesthetic values and social cohesion.
- (iv) Introduce simple useful crafts, the doing of which can be regulated to suit the capacity of the children from year to year and to stimulate the skills of their fingers and their interest in producing little things which will be of use to them. These may be local crafts or others which will cost almost nothing in the earliest years. Later such crafts should be productive in a more real sense.
- (v) Introduce the elements of Extension Work by bringing the children into slowly increasing and fuller touch with the community through useful activities and suitable programmes. This will aim at steadily enlarging the area of the child's human interests.

It will thus be seen that what still remains to make the programme fully Basic education is systematic and sustained productive work through suitable handicrafts and the technique of correlated teaching. Just as the first is already anticipated under items (i) and (iv) in the above programme, so also can the elements of correlated teaching come in, even before fully trained teachers take charge of the schools, by the existing teachers being guided to take, when and where possible, lessons in the why and how of whatever activities are carried on under the above programme. Such easy and occasional correlated teaching will fit in very well as the above programme develops. All these must be introduced step by step and from year to year in all Elementary schools. It should be possible to complete this programme in three to four years. Provision of equipment for full Basic education may be spread out over a period of five to seven years and the training of teachers should also largely be completed within the same period. When equipment is complete and trained teachers become available, the process of conversion should be completed.

(ii) Too Many Interpretations of Basic Education

We found, from our study in the States we visited, that Basic education is interpreted in various ways even by people in high authority. We fully agree that Basic education should not be considered as a narrow

or static system of education and that there should be scope for experiment and variety in it. Fanciful interpretations, however, do not help at all. Unfortunately, too, many people have too many fanciful interpretations.

We had the impression that in Uttar Pradesh, for instance, productivity is deliberately understressed and neglected in Basic schools and by laying down that the alternative to "productive activity" is "creative activity". Basic education is in the process of undergoing misinterpretation and mis-direction in West Bengal. In Uttar Pradesh it was made clear to us beyond any doubt that people rejected the idea that Basic education must be based on productive activity with a view to some economic advantage. In Calcutta also we found a certain intellectual aversion to the idea of real productivity in Basic schools. What surprised us in Uttar Pradesh was not so much the fact that often the productive work was not efficiently organised—that is true of other States also—as the attempt to show that the very idea of earning something for the school through any work by children would harm the education of children.

It was not even a question of opposition to any over-emphasis on productive work, but the complete rejection of the idea of productive work giving some income. In West Bengal we were told at high level that productive work would be anti-education and creative work was postulated in opposition, and as an alternative, to productive work. It is one thing to put up creative work as more comprehensive and including productivity among other things and quite another to bring it up in opposition to productive work and as an alternative to it. It was, however, an interesting phenomenon that we noticed in both Uttar Pradesh and West Bengal that some of the Basic Training and Basic schools actually showed a fair record of economic productivity. This was, perhaps, due to the understanding of those immediately in charge of these institutions about the inherent place of productive activity in the very centre of Basic education. It was also curious that as we were taken to visit Basic institutions in Uttar Pradesh and West Bengal, those immediately in charge were eager to impress upon us how successful they were in economic productivity. Facts and figures were shown which proved that productive work giving smaller or bigger incomes was going on. This was unconscious tribute to the relevance of productive work in Basic education in spite of the contrary view held by the authorities. But the challenge to the concept of productive work both as an educational factor and as an economic factor has tended to dilute the concept and practice of Basic education. Even the balanced and gently reasoned elucidation of what is Basic education recently issued on behalf of the Basic Education Standing Committee and approved by the Central Advisory Board of Education was not acceptable without reservation in these two States.

We are not unduly worried about several minor differences or differences in detail regarding the programme of Basic education. But if productive work in Basic education is negated or cast aside, for one reason or other, something which is fundamental to Basic education is in danger and what remains can easily become a caricature of Basic education. From understressing or casting aside productive work to understressing and even under-valuing the method of correlated

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teaching appears to be a not-difficult step. With the idea of productive work and the technique of correlated teaching under-valued, what can remain of the reality of Basic education ?

It is our considered opinion that the fundamental characteristics and values of Basic education should be defined and elucidated as often as necessary. This is not a plea for rigidity or inelasticity but for clarity. There may continue to be differences of opinion but let such differences stand clearly against the background of clear and unambiguous elucidations offered by those who are generally considered most competent to do so. We realised more and more the value of the statement on Basic education issued by the Basic Education Standing Committee as we went from State to State and became aware of the confusions and reservations which have gathered round the subject. We do not think it is enough to have merely issued that statement. It should be taken up for study at the Regional Seminars of all educational authorities concerned and explained fully by the authors and others who have had long and personal experience in the field of Basic education in order that doubts may be cleared and convictions created and strengthened. We shall have to refer to the need for such Seminars at different levels at more than one place later in this Report.

(iii) **Training of Administrative and Inspecting Officers**

It is at the administrative level today, more than at any other, that serious difficulties arise in the development of Basic education. Education Departments are concerned with innumerable problems. Basic education is even now only a small and side item in their programmes of work. In none of the States did we find a Director of Public Instruction to whom Basic education was an issue of the utmost importance nor did we find any of them fully conversant with the problems of Basic education in their respective States. We have therefore little hope that Basic education will spread efficiently and quickly in the country under Education Departments as they function to-day in relation to Basic education.

We are clear that the first major step in the nation-wide development of Basic education may well be the organisation of an all-India Seminar of Chief Ministers, Education Ministers, Secretaries of Education and the Directors of Public Instruction for which we had pleaded in the Interim Report. Such a seminar should be guided by those who have been the chief expounders and workers in the field of Basic education, both officials and non-officials. The nature of the declarations of policies to be issued by the States in regard to Basic education, the concept of Basic education, the detailed as well as the overall programme for Basic education, the administrative set-up to promote Basic education efficiently and without delay, etc., must all be discussed and thrashed out in the Seminar. The earlier such a Seminar is held, the better for the future of Basic education. The findings of such a Seminar should be carefully edited and published and made available in the different languages to educational authorities, members of the Legislatures and the public in every State. Unless the whole atmosphere is thus cleared forthwith, the innumerable psychological and technical difficulties, of which we

gained intimate knowledge will continue to come up again and blocking the development of Basic education in the country.

During our study tours in 1955 we were asked questions which were raised nearly twenty years ago and which had been answered over and over again by those competent to do so. It would not have mattered if those who raised these questions had tried to know the answers already given and were still dissatisfied with them.

On the contrary, the questions came from those who did not even know that they had been raised and answered earlier. That is why we think a great responsibility rests on the Central Ministry of Education and Education Departments in the States in this regard. A very good example of how to go about the business in regard to such a matter is furnished by the Community Projects Administration. Their new and revolutionary programmes of community development are more widely studied and understood than Basic education after about twenty years. The All-India Regional and State Seminars, with their various types of personnel, which they hold from year to year and place to place have given their work a unity, clarity, efficiency and speed compared to which, Basic education which represents an even more fundamental and comprehensive revolution and which is much older, appears to be moving forward like a snail. Various reasons may be given to explain away the difference. But no explanation will be worthwhile which is put forward merely to explain inaction and the lack of initiative and organised effort.

We shall have to say more about this in another chapter entitled, 'The Administrative Set-up and Basic Education,' later in the Report.

(iv) Training of Teachers

The training of teachers is a complex matter, because for one thing, we have to arrange for the retraining of the already trained and existing personnel and at the same time train fresh recruits at different level. Shorter courses of retraining for already trained and working teachers do not always give good results. But there is no escape from it. The vast majority of teachers for some time to come will be the older teachers with only short retraining in Basic education. This is one reason why many Basic schools are now, as referred to later in the report, of poor quality. We have to find such remedies as may be possible under existing circumstances to improve what is really an unsatisfactory situation.

In the Madras State, some of the Basic Training schools are of excellent quality. All Teacher Training Institutions in the Bombay State, called Colleges, are compulsorily Basic and the number of such is about 90. About 6000 teachers are thus under training in the Bombay State for a period of one year. In the Madras State, there are more than 80 Basic Training schools and about 6000 teachers are under training in them for a period of two years.

The syllabus of training in all the States is a modified and amended form of the Teachers' Training Syllabus drawn up by the Hindustani Talimi Sangh and therefore there is substantial agreement in the programme of training teachers.

In the Bombay and Madras States, training in craft and in the technique of correlated teaching is fairly good in the Teachers' Training institutes. Pupil teachers get a good grounding in community life, student self-government and in the organisation of social and cultural programmes.

In Mysore State, there was only one Basic Teachers' Training school and this we examined carefully. The training given in it was fairly good. In the Travancore-Cochin State, there was one Teachers' Training school previously and 11 more have been added this year. It is too early to say how the training in these institutions will shape.

In one of the States in the North, Basic Teachers' Training was found very unsatisfactory and it was difficult for us to imagine how such trained teachers could ever run good Basic schools. Craft work was chaotic, community living was not up to the mark and the technique of correlated teaching was not properly understood. In another State in the South also teacher training was weak. In a third State, due to understressing of productive work and craft, there is still too much textbook teaching. In this State we felt that there was the need to stress hard productive work as a corrective to the aversion for such work which is very widespread among the middle classes and we were, therefore distressed that it was in this State that intellectual argumentation is indulged in to prove that creative work is different from and superior to productive work. The Teachers' training and Basic schools that we saw here were weak and below par except in some cases where these were being by non-official agencies devoted to constructive work. In Assam, we saw Basic Teacher Training schools with good accommodation and in some cases fairly extensive lands. But even so, the training was weak although we had the impression that here with a little more effort and proper direction and guidance the quality of training can quickly improve. It was in Assam that we saw a big Basic Teacher Training centre with its own compact area of Basic schools over which the staff and trainees of the centre had powers of supervision. It was remarkable how clear is the relationship between the quality of training and the quality of work in Basic schools. The Basic schools in the compact area were not good enough and we wondered why it should be so, when the Training school was so near and its staff and trainees were supervising these schools. So we went back to the Training school and checked up the training at important points and found at once how the weakness of training was linked up with the weakness of the Basic schools. We took up the matter in detail with those concerned.

Not only in Assam but in other States also it was obvious that the weakness of Basic schools could be directly traced back to the weakness of the Basic Training schools. Even in Bihar and in Orissa where we saw good training of teachers at different levels, there was need for considerable improvement. In Bihar, for instance, there are Basic Training Colleges at Bhagalpur and Ranchi directly under the control of the Education Department with Principals who have not had the advantage of training or experience in Basic education. It was reported to us that the courses and methods in the Training College at Turki and those at Bhagalpur and Ranchi were going to be integrated. We thought that unless care was taken to have the integrated syllabus carefully examined by those competent and experienced in Basic education, there was some danger

that instead of the new Basic Training colleges coming in line with those at Turki, the standard of production, community activities and correlated teaching at Turki itself might be pulled down. We feel that there is room even at Turki, where good work has been done, for the standard in these directions to be further raised. In Orissa we saw how Basic Teachers' Training schools and Basic schools can be conducted well without big and costly buildings or elaborate external arrangements. The Post-Graduate Basic Teachers' Training College at Angul in Orissa had only recently started to function. We were glad to see it as this was the only Post-Graduate Basic Training college which we saw, that is affiliated to a university. We were a little perturbed to see that some members of the staff with high academic qualifications were not fully trained in Basic education. We are, therefore, of the opinion that great care should be taken in developing the life and work in this institution because many people will look up to it for guidance and inspiration.

Having drawn the above general picture about the training of teachers for Basic schools, we consider it necessary to emphasise the three points at which improvement is immediately called for. These relate to certain aspects of craft training, correlated teaching and the study of psychology.

(i) In the majority of Basic Training schools, the craft adopted is spinning-weaving plus agriculture. Ginning, carding and spinning go on fairly well. But at the stage of weaving, the craft becomes weak or breaks down. Now weaving is the most fruitful part of the whole craft and when that is weak, what goes on is only a mutilated craft. In some places, there is no ginning at all and this also gives an incomplete craft. A mutilated or incomplete craft is not only bad craft but is not good enough to be the centre of correlated teaching. Weaving is an elaborate and artistic craft and is the crown of what may be called the "Cotton Craft".

Weaving teachers in Basic Training schools are generally persons who, after completing the Higher Elementary or Secondary schools, undergo training in weaving in Technical institutions. Most of them do not possess enough skill to be able to earn their living by weaving. Generally speaking they have no experience in weaving hand spun yarn. Khadi weaving is a technique by itself. Naturally, therefore, such teachers succeed only in frustrating the cotton craft, when it reaches its most important process. The remedy is to waive the existing rules and to appoint good traditional Khadi weavers even if they do not possess Technical Diplomas or School Certificates. One of the trained Basic teachers may be associated with such a weaving-teacher all the time. This holds good in the case of other craft teachers also, like carpenters, black-smiths, potters, etc. Unless the really skilled traditional craftsmen who are capable of making their living from their own work are brought into the Basic Training schools, craft training in these institutions will not be efficient or productive enough and pupil-teachers will go out after their training as half-backed craft teachers who will hand over their own inefficiency in craft to the boys and girls in the Basic schools. This would be fatal to Basic education. We wish to make it clear, however, that wherever traditional craftsmen are brought in, trained Basic teachers must continuously be closely associated with their craft work so that educational values are always brought to the fore. During our

visits to Basic Training schools, we found that wherever there was good weaving, it was because of the association of a skilled traditional weaver with the teaching of weaving in those institutions.

Another important matter in regard to craft work which struck us, was the urgent need of certain subsidiary crafts in Basic Training schools. Agriculture and spinning-weaving are commonly studied together and this is certainly a good combination. But there are some subsidiary crafts which are intimately connected with these two which should also be provided for. Attached to spinning-weaving, there should be provision for bleaching, dyeing, printing and tailoring. A small carpentry for making the simpler parts of the equipments used in the Training school and for repair work will be another necessary item. Craft work suffers very seriously in many institutions for lack of such a workshop. Marketing of cloth will be easier, if there is artistic dyeing and printing of the cloth produced. Subsidiary crafts should be really subsidiary, in the sense that they will help to make the major craft more efficient and complete. In this way, subsidiary crafts may, in the end, prove as important as the major craft or crafts in Basic education.

It should be made clear that neither production nor education worth the name will be possible through truncated crafts. Only by attaining efficient skill in every aspect of a craft, will craft result in efficient production or be capable of becoming the centre of education. A craft, to be a Basic craft, should always be a complete craft. We are afraid that this has not been fully understood or appreciated yet. In more than one Training school, we saw a lot of craft equipment put away as useless, because there was no workshop to repair them. This is a double loss, of money through broken implements and of education which can come through the process of repair work. To know an implement properly, nothing is so good as to know how to repair it and keep it in good working condition.

The question that was raised several times was why the spinning-weaving craft need be given so much importance and why other crafts should not be introduced in Training schools and Basic schools. We were glad that this question was raised. We had no hesitation in answering that other suitable Basic crafts can certainly be introduced, wherever possible. But this need not mean minimising the importance of the spinning-weaving craft in a country like ours. The cotton craft is a multi-process craft including growing of cotton, picking and storing of cotton ginning, carding, spinning, weaving and even dyeing, printing and tailoring. The cotton craft is applicable in many parts of India. It is a tidy and compact craft and children of different ages can fit into the different processes of it admirably. There is prejudice against Khadi in certain minds and this prejudice some times operates against the spinning weaving craft in a Training school or a Basic school. It should be understood that any craft cannot become a Basic craft, but only a craft with various processes involved in it and with rich possibilities of correlated learning in it. Other suitable crafts may be even more costly and more difficult. In Travancore, when this issue was raised, we suggested that the coconut fibre craft may be adopted and the Basic Training School in Alleppy may experiment with training teachers in the coir craft and in correlated teaching based on it. It is necessary to make it clear beyond any doubt

that other suitable crafts can be introduced, provided pupil teachers under training are given scientific training in them and it can be shown that the subjects of study in the syllabus can be fairly well correlated to the various processes involved. Even when the fullest freedom is available for such experiments, it will be found that the cotton craft will still retain its importance in numerous places because of its native suitability and inherent good points.

(ii) Let us now look into the technique of correlated teaching as we study in the Basic Training schools. We wish to say at the outset that a great deal of whatever correlation is going on is in relation to craft. But this is only very partial correlation. Correlation has also to be with the natural environment and the social environment. Very little correlation in a real sense is taking place in relation to the natural environment. Correlation to the social environment is mainly confined to the observance of national and religious festivals, some elementary work in the villages and to some cultural and recreational activities. This is good as far as it goes, but it is certainly not enough. Many critics asked how all the subjects in the syllabus can be taught in correlation to craft work alone. Our answer was that correlation was not only with craft work, but with the natural environment and the social environment of the school. Having given this answer, we naturally investigated further, and inquired if the pupil teachers were trained in surveying, understanding and discussing the natural and the social environments with a view to drawing innumerable lessons from them. We, then, discovered that this was not being done in a sufficiently scientific or adequate measure. You cannot correlate with the natural environment unless you study it carefully. Equally you cannot correlate with the social environment unless you study the social environment carefully and fully. Whatever study and survey of the natural and the social environments is going on, is only casual and very insufficient. Is it any wonder then that the whole area of correlation remains insufficient and unsatisfactory? The urgent need, therefore, is to give as much importance to the survey and study of the natural and the social environments as to crafts. It will take some years before a Basic Training school has thoroughly mapped out the natural and the social environments, collected data, discussed various aspects of both and drawn conclusions and lessons from them. We, therefore, stressed at all meetings with the staff of Basic Training schools that batches of trainees and teachers should work on a full survey of the natural and social environments, keeping a Log Book for each and adding information and studies from year to year. Once the full data was thus obtained, it would be possible to raise many questions and answer them. It would, thus, be an illuminating educational process from beginning to end.

Many important witnesses who have had experience of Basic education testified, that if nature and life were more fully brought into the picture along with craft, then correlation would become far more fruitful and complete. Correlation with craft will be only one-third of the field of correlation. The other two-thirds will be in the fields of nature and society. We consider this a matter of great importance, for without it correlation itself will become truncated.

Just as there is the need to master all the processes of a full craft, there is also the need fully to understand the natural and the social environments in order to use them for correlation. All Basic Training schools should, therefore, be made fully conscious of the importance of this matter.

(iii) The third important point relates to the study of psychology in Basic Training schools. We saw how the failure on the part of the trainees to grasp the psychological principles underlying the process of learning through life situations and productive work is reflected in their work in Basic schools. It was noticed that Basic trained teachers, when they start working in Basic schools, are tempted to revert to the earlier routine method of class room teaching based on textbooks. It has to be made clear that modern psychological concepts, developed through research during the last few decades, fully bear out that learning takes place best through pupils' activities in real life situations under careful guidance of teachers. One of the fundamental needs is therefore to make the trainees understand these new concepts in psychology. We would suggest that this process of learning through activity should not only be demonstrated in practising schools attached to the Basic Training schools but the trainees themselves should be enabled to see how they learn through the process of activity in real life situations, such as, sanitation, kitchen organisation and other items of community work in Training schools. Once this principle is fully grasped by pupil-teachers, there would be the urge in them to go on experimenting along the same lines in Basic schools and they would not then easily fall back on the method of teaching merely through the textbooks. Elsewhere in this report we have pointed to the necessity of conducting research in selected Basic Training colleges and at the Central Basic Training Institute to be set up at Delhi in regard to many issues arising from Basic education. Research in the psychology of learning through activity and productive work should be one of the important items.

It is not our purpose to prescribe exactly what should be done in this connection. We can only indicate certain principles that will help to evolve a suitable programme of psychological studies and leave all details to be determined by patient research on the subject. The following principles of learning through life activities may well be kept in mind :—

- (a) The choice of an activity should arise out of the natural and developing life of the learner and it should be directed towards a purpose recognised as necessary by him and with a decision on his part to carry it out as fully as possible.
- (b) The activity chosen should be such that the learner will derive emotional satisfaction from doing it ; it will result in gaining for the doer knowledge which he needs and produce something which fulfils a real want felt by him, thus stimulating him to persist in doing it better and better.
- (c) It is important for the teacher to cultivate the creative atmosphere of friendly group relationship among the pupils and to bestow the closest attention on their feelings and attitudes so that

what is done is done in such a manner as to enable them to accept understandingly the new process of activities and behaviour.

- (d) The learner must actually engage himself in all the precise processes of carrying out the activity and for this, he must live that way and accept the fact that such activity is right for him.
- (e) The why and how of what he does, must become more and more clear to him and also acceptable to him as contributing to his purpose and helping him to carry out other related purposes which he considers important.
- (f) The learning activity should be conducive to the development of an integrated personality and at the same time help in the successful adjustment of the individual to the environment.
- (g) There should be provision of facilities for each individual and for the group to evaluate the many and varied outcomes of an activity.

There is nothing categorical about the above suggestions. They are illustrative and meant only to stimulate further and fuller thinking on the matter. Any one engaged in research in the psychology of learning through doing may find them useful. But actual research will open up new avenues of experiment. It is on the imperative need for such research that we wish to place all the stress we can. What we have written serves to point to the need for such research. If that happens, we shall be more than satisfied.

We have stressed the development of the integrated personality of children. This is not obtained through any unilateral process. It can only be the cumulative result of innumerable vital processes in Basic education. Among such processes is the integration of subjects of study. 'Social Studies' is a good illustration. History, Geography and Civics enter into one another under 'Social Studies.' Something similar happens under the subject 'General Science.' This kind of integration of subjects has become familiar in Basic education. Nevertheless in actual practice Basic Training schools and Basic schools do not always work on the basis of such integration of subjects. We came across a number of instances where such subjects, as Geography, History and Civics were taught systematically from separate texts. Even in some Basic Training schools, we saw this separatist emphasis on the training of teachers to teach these subjects. We think great care should be taken about this matter as a whole and that the integration of subjects should be as much stressed as the correlation of productive work etc. with subjects of study.

(v) Basic Teachers' Training at the Graduate Level

In regard to the training of graduates in Basic education to staff Basic Training institutions, to provide for Inspecting and Administrative Officers in the Basic education sector and for appointment as headmasters of Senior Basic schools, progress so far has been slow and insufficient to meet growing needs. There are not enough fully-developed Graduate Basic Teachers' Training colleges in the country to meet the needs of the

situation. It is, therefore, imperative for every State to find out its needs in this respect, keeping in view their programmes for the development and expansion of Basic education and then arrange for the training of the necessary personnel by establishing new Basic Training Colleges or converting the existing Training colleges into the Basic pattern.

One difficulty here appears to be the attitude of the universities which have not so far shown real interest in Basic education. In some Training colleges, Basic education is included as one of the many subjects of study. But colleges fully geared to the training of graduates in the concepts and methods of Basic education as such have not yet come into being and duly recognised by the universities.

The time has come when what is necessary to be done in this regard should no longer be delayed. Either the universities should be persuaded to take up full-fledged Post-Graduate Training in Basic education or the Central and State Governments should set up their own institutions for this purpose. There can be no half-way house in such a Training Programme. Like the phenomenon of tiny patches of Basic schools, being overpowered by vast areas of non-Basic schools, we do not approve of Basic education being introduced as one of innumerable subjects in Graduate Teachers' Training colleges. Basic education is a big enough subject for the creation of Post-Graduate Basic Teachers' Training colleges. It is at the level of such training that we have at present a very difficult bottleneck in the whole programme for the development of Basic education and this has to be cleared, if the work is not to be held up and misdirected.

We were told in Bombay and Madras that recently the attitude of the universities is more helpful in this respect. But it was only in Orissa that we saw the solitary Post-Graduate Basic Training college affiliated to the Utkal University.

We have already stated that unless universities can be persuaded to start Post-Graduate Basic Training colleges, the Central and State Governments should assume responsibility for starting such colleges. But whoever might assume responsibility for the starting of these colleges, the essence of the matter is that these institutions should lay all the necessary stress on community living, productive work and correlated teaching and not bring back again, in one way or other, the old undue emphasis on purely academic standards and written examinations. A very large number of fully Basic Trained graduates are needed to be the headmasters of Senior Basic schools, teachers in Basic Training schools and members of the Inspecting staff at different levels and when there are more Post-Basic schools, they will be needed in every such school. They will also make better teachers in multi-purpose High schools than the ordinary trained teachers. We, therefore, know the increasing need for Basic trained graduates and yet what has been done so far in this connection is totally inadequate to meet that need.

We recall with pleasure that occasionally we did meet a Vice-Chancellor who thought that the demand for full-fledged Post-Graduate Basic Training colleges was a legitimate one. In fact, Dr. Zakir Husain, Vice-Chancellor of the Aligarh University, said to us in so many words that he would be prepared to establish such a Training college, if the

Government would ask him to do so. The Vice-Chancellors of the Patna and Calcutta Universities also appeared to be sympathetic to this demand. We think that the right thing would be for the Union Ministry of Education clearly to formulate their suggestions in this regard and request the Universities to consider them carefully.

(vi) Research in Basic Education

There is practically no research being done in the Basic Training institutions we visited. This is a serious omission. In selected Basic Training institutions already functioning and in the Graduate Basic Training colleges we have proposed, provision for research in every aspect of Basic education should be made. Scholarships should be offered to the best trainees in such Training institutions to encourage them to undertake research. Such research scholars should be enabled to visit Basic Training institutions and Basic schools. They should be authorised to submit reports containing the results of their studies and suggestions to improve the quality of training in Basic Training schools and the quality of teaching in Basic schools. Because of different language areas in India, such research arrangements should at first be on a regional basis and then on an all-India basis. The Central Institute of Basic Education at Delhi might well take up the co-ordination of all such research on a nation-wide basis.

(vii) Preparation of Literature

We were glad to find that a considerable quantity of good literature in regard to Basic education has been produced in several Basic Training institutions we visited. We spent some time looking into this body of accumulated literature. The literature so available relates to innumerable aspects of Basic education and includes valuable manuscripts containing illustrated lessons and schemes of correlated teaching. Some of the literature we saw in a few of the Training schools in Madras was of high quality. We found similar good literature in some of the Basic Training colleges of the Karnatak area in Bombay State. We found from enquiry that there was similar accumulation of literature in many other Basic Training institutions as well. All this literature is of course in different languages. But if a serious attempt could be made to get such literature properly studied and edited, first on a language basis and then on all-India basis, we are sure that some very useful guide books will become available to Basic school teachers. In Bombay, the State Government have set up a Committee for this purpose and in Madras some 40 reading booklets have been prepared for publication. High level Standing Committees for producing Basic education literature, both for teachers and the children, should be set up without any more delay and adequate funds made available for such Committees. We found that every body with whom we discussed this matter considered it to be one of great urgency, but very little has been done anywhere in this connection. We cannot, therefore, overstress this particular recommendation and we are of the view that the initiative must be taken by the Union Ministry of Education. The Basic Education Standing Committee may also well set up a small Committee to take necessary action in regard to this matter.

(viii) Some Essential Principles that should Operate in Every Basic Training Institution

This is not a statement containing all the principles in this connection. But in view of the projected conversion of all ordinary Training schools into the Basic pattern and in view of the opening of new Basic Training schools under the Second Five-Year Plan, the Committee feels that the minimum principles that should guide Basic Training institutions should be placed before the educational authorities. Such a presentation is needed, as in the experience of the Assessment Committee it is felt that some State Governments in their eagerness to convert all Training schools into schools of the Basic pattern have done so hastily, without attending to the minimum essential requirements. Generally stated, these are :—

- (i) A Basic Training school should be a cooperative democratic community, aiming to produce in increasing measure the primary needs of life with a view to achieve the maximum possible self-sufficiency.
- (ii) Teachers in a Basic Training school should acquire such efficiency in relevant crafts that, if necessary, they will be capable of maintaining themselves through them. Proficiency should be attained in all the various processes of the concerned crafts which should be complete crafts. Craft efficiency should include capacity to repair the various tools and appliances required in the class. The pupil-teachers under training should also aim to achieve such proficiency in their crafts, that when they go out as teachers in Basic schools, they can strive to be self-sufficient.
- (iii) Trainees should be made efficient in the art and science of educating children through experiences of real life situations of which productive work forms an integral part.
- (iv) Trainees should develop the capacity to correlate knowledge necessary for the pupils through crafts, natural and social environments and other experiences of the pupils.
- (v) Trainees should be taught to be alert in body and mind, willing to take responsibilities and discharge them efficiently.
- (vi) Trainees should become conscious of the needs of society and willing and eager to do their utmost for national reconstruction.
- (vii) And, last but not least, trainees should cultivate more integrated personalities and become capable of helping children later to achieve such personalities.

(ix) Concluding Observations on the Training of Teachers.

It cannot be emphasised too much that the whole quality of Basic education will largely depend on the quality of training given to teachers. The Basic Training schools, therefore, are the fountain heads of Basic education. If the stream is not kept clear and unsullied at this point, it will get hopelessly muddied lower down as it reaches the Basic schools. The training in craft and correlated teaching in community life and in all the other disciplines should be kept at a high level in the Training schools. The trainees must get a clear vision of the aims and

the revolutionary character of Basic education. This is, perhaps, the first step. The other steps will only follow. Basic teachers must go out of the Training schools with a high sense of their calling. All these pertain to the training period.

Equally important is the need for giving them the right conditions to practise what they have learned in the Training schools when they reach the Basic schools. We have found that well-trained teachers are often completely frustrated and defeated by the bad conditions inside and outside Basic schools. Good training and the proper conditions for conducting Basic schools are the two inescapable features for the growth of Basic education. One without the other will defeat both. We are afraid this is happening in many places. Correlation between good training and appropriate conditions at the Basic School level is thus urgently called for. In one State, we saw well-trained teachers completely defeated by the bad conditions in Basic schools. These schools were not supplied with craft equipment and raw materials. Even good Basic teachers become ineffective under such conditions.

In the Madras State, side by side, with two years training in more than 80 Basic Training schools, there is also large scale re-training of teachers, who had been trained in old system, for three months in Basic education. This brief re-training in the Basic education of teachers, already trained in the old method, is insufficient and it is these insufficiently trained teachers who bring down the level of Basic schools. We strongly feel that this re-training period should be increased to five months at least. In fact, graduate trained teachers get five months re-training in Basic Education in the one or two Graduate Training Centres of Basic education in the Madras State. If five months are necessary for graduate teachers, then surely three months are not enough for the Elementary school teachers even though they are already trained in the older method. In Bombay, this position is better, because no one gets less than one year's training in Basic education.

We found in many Basic Training schools, that practice-teaching and demonstration lessons were not adequate in quality and quantity. This must also be remedied. There was the lack of good practising Basic schools, attached to Basic Training schools. In one State, we saw trainees given practice-teaching in non-Basic schools or what are merely craft schools. This cannot be expected to produce the right result. The picture is much better in Madras State, though even here, there are some Basic Training schools with only ill-equipped Basic schools for practice-teaching.

Here we would like to say that a very encouraging picture we have seen in the training of teachers is that of the new and carefully planned Basic Training schools of Madras State established in the last few years in genuine rural areas, away from the hustle and din of towns. The buildings of each of the Training schools cost about one and a half lakhs of rupees and there are extensive lands attached and also residential accommodation for about 120 trainees and six to eight members of the staff.

To sum up, the training of Basic Teachers is now a fairly well-established technique of training and what is necessary is only to take

more care at certain points in the training programme. States which have not taken up Basic education seriously can learn the techniques of training from Madras, Bombay and one or two other States. It is now generally recognised that all teacher-training at the Elementary level should be of the Basic pattern. Bombay State allows no other training and Madras also is pledged to the same thing. Other States likewise can make a good beginning in Basic education by converting all training schools at the elementary level into the Basic pattern. Once this step is taken without reservation, other things will follow in the Basic education programme. States newly introducing Basic education can avoid a number of mistakes made before and thus go ahead more quickly. If and when they do so, the many issues raised in connection with training of teachers in the above paragraphs may be found to be of value.

(X) Conditions in Basic Schools

We have now to assess Basic education at the level of the Basic schools themselves.

The picture about Basic schools is a very mixed one. In the four States we visited, we saw some good Basic schools and many bad ones. In the Bombay State, the Basic schools in the compact areas in Gujerati and Marathi speaking regions were in an unsatisfactory condition and it was only in the Karnatak area of Dharwar that we saw some good Basic schools. There is only a handful of Basic schools in Mysore State and most of them are Basic schools only in name. In the Travancore-Cochin State also there are only very few Basic schools and these are in the Community Projects or National Extension Blocks. These schools also can hardly be called Basic schools. Basic schools we saw in the Madras State were better, though even here the quality requires to improve.

The Basic schools we saw in some of the States in other regions were full of confusion and without the minimum equipment needed for Basic education and the teachers were mostly ill-trained. In such States we discovered that the source of misdirection lay in the secretariat. The idea that productive work with economic advantage is an error and evil in education was put forward with vigour. We were also confronted with the idea that unless there was the possibility without delay of putting up costly buildings with many other conveniences, Basic education had better wait. We thought this would mean that Basic education would have to wait indefinitely.

In one State all schools are rather indiscriminately called Basic schools! The result is, many of them are anything but Basic—craft work is ill-organised and neglected. Agriculture is emphasised in Basic schools in theory, but in practice even this is not often efficient. We saw some poor Primary schools of the old type continuing as such but renamed Basic schools. One of the things that struck us was that here and there were some schools with good accommodation teaching etc. which looked bright and improved. But there are many other schools of the old type in poor condition, which are also called Basic schools. What is happening in the field of Elementary education there is not so much that schools have become Basic or are becoming Basic well and quickly.

but that there is a big push for some kind of improved education without clearly perceived goals or tangible results. At the same time we must admit, in fairness, that we noticed a general stir and eagerness in the State to improve Elementary education as a whole. This is a good sign and we only wish that attempts at improving education would be turned towards the reality of Basic education.

Basic schools in Bihar and Orissa which we saw were generally good ones. The fundamentals of Basic education having been accepted by educational authorities in these States, genuine efforts at building up good Basic schools were going on with an appreciable measure of success. Both in Bihar and Orissa good Basic schools were conducted often in buildings which fit into the village background, and agriculture and craft work are well-organised. Basic teachers in Bihar and Orissa were doing their work, where we saw them, with a measure of devotion and understanding. (The number of Basic schools in both Bihar and Orissa is, however, small compared to Bombay or Madras). As in other States the position can improve further and easily, if fully Basic trained Inspectors are put in charge of Basic schools and also if those in charge of re-training teachers are themselves those with sufficient experience in productive work and correlated teaching.

Taking the whole picture, as we saw it, Basic education at the Basic schools level is certainly not satisfactory. As we went from place to place and looked at Basic schools and talked to the children, the teachers and members of the public, we tried hard to understand and analyse the cause for this unsatisfactory situation. It was not easy to discover the reasons and we found that there were innumerable factors with which we had to reckon. Even so, the following points will be relevant :—

- (i) Basic schools are now conducted in small patches or as isolated units surrounded by huge areas of ordinary schools. It is thus a process of rowing a little boat against a heavy counter current. In the process, those who steer the boat of Basic education, who are the teachers, get exhausted and worn out.
- (ii) The next point is closely allied to the first one. There is nowhere in the Education Department of any of the States a sense of urgent and whole-hearted concern that Basic education is a major issue and must be tackled as such. Even in States where Basic Education has come into the picture in some large measure, this sense of urgent concern is lacking. Departmental officials and the large army of teachers in non-Basic schools still feel that it will be a very long time before they are all called upon to work out Basic education and that, in the meantime, they have no need to be bothered about it. This has created a mental situation in which Basic education cannot grow quickly, efficiently and in sufficient volume. Basic education continues to be only a minor issue with the Education Departments.
- (iii) Officials of the Education Department specially at the higher level, who control the administration, personnel, policies and finances of the small Basic education sector are often, though not

always, persons who have no understanding, faith or training in Basic education. This creates the very undesirable situation of non-Basic personnel misdirecting the Basic sector.

- (iv) Basic schools continue to be located very often in the extremely bad buildings and surroundings of the older schools, since it is a process of conversion of older schools into Basic schools. It thus becomes a matter of the wine of new Education being put into the old bottle of Education. Even if there was no Basic education, but some other new system, the accommodation and surroundings would be hopeless. Basic schools require more space for craft work, more storage facilities and some gardening land. The net result of the conversion is that the older schools look more crowded and chaotic.
- (v) There cannot be a Basic school worth the name without cotton and implements like *charkas*, looms and then some garden space. In Mysore and some places in the Bombay State, we saw Basic schools without most of these. In some places in Bombay and Madras, there is a cry from Basic schools even in the compact areas, that they do not get enough cotton in time. The truth is that Basic education has hardly had even a sporting chance of success in most of these Basic schools. In quite a number of Basic schools, we saw the utter lack of these facilities and wondered how even the best trained teachers can conduct Basic education under such conditions. We saw the tragedy of well trained teachers frustrated and in despair in the Basic schools where they were working under hopeless conditions. Nowhere were we completely satisfied at the arrangements made for the supply of cotton or other raw materials, craft equipment or for using the yarn produced in the proper manner. It is completely wrong, therefore, to judge Basic education by the Basic schools which function in such a manner. One of the biggest problems is to make suitable arrangements to supply raw materials, craft equipment, repairing facilities, to get yarn woven well and to market the produce.
- (vi) Correlated teaching is improving only very slowly. Most of the trained teachers are making a brave effort at this point and they cannot be said to be complete failures. A tribute is certainly due to them for even the small measure of success they have achieved under difficult conditions. But far too much of effort is made to correlate subjects with the craft only, while correlation with the natural and the social environments is very inadequate. That is why we have stressed this matter so much when we were dealing with the training of teachers. Unless teachers learn to draw as many lessons as possible in various subjects from a study of the natural and social environments, the children would be missing a very large area of necessary knowledge. Basic schools should specially earmark time for the study and understanding of the environments. As it is, the time table hardly provides for this. There is also quite a good bit of fantastic and unreal correlation going on. But every effort will have to be made to improve the technique of correlated teaching.
- (vii) If what goes on in some of the Basic Training schools is a

truncated and mutilated craft, it is even more so in Basic schools. For example, ginning is sometimes missing and weaving is generally hopeless.

- (viii) We came across many Basic schools which for many years have become stationary at the fifth grade without further grades added on in successive years. The idea of five-year Basic schools still persists. While this is understandable in certain special localities, what we could not understand was the picture of full fledged Elementary schools in two of the States we visited, in which there are all the grades up to 7th or 8th and yet only five grades are converted to Basic pattern and there the conversion stopped, so that for several years, only the first five grades are Basic and the rest non-Basic. If this is not caricaturing Basic education, what else can it be? Even where it is readily agreed that Basic education is one continuous process of eight years, in actual practice this has not been done and innumerable Basic schools come up to the fifth grade and then stop there. This again is a mutilation which will ultimately defeat Basic education.
- (ix) The majority of teachers in Basic schools are those who have had teachers training in the older methods and then had only a few months' re-training in Basic education. Such teachers can hardly be expected to become good Basic teachers. We have mentioned this already. But what we wish to point out here is that this is also a reason for the poor quality of the Basic schools.

(xi) Teaching of English in Basic Schools

The question of teaching English in Basic schools was brought up again and again as we travelled in the four States. The argument was always that so long as English is required in High schools, it must not be omitted at least in the senior grades of Basic schools. We found it difficult to resist this pragmatic argument. It stands to reason that if the Higher education available in High schools requires English, there should be provision for teaching it in the senior grades of Basic schools and specially when similar provision is made in all non-Basic Higher Elementary schools. We have no doubt that the day will come when English will cease to be taught in Basic schools and when there will be a sufficient number of Post-Basic schools which will not require English for entrance. But till then, we cannot run away from the existing situation. Our suggestion, therefore, is that so long as English is required in High schools, provision may be made for the teaching of English in the senior grades of Basic schools on an optional basis.

(xii) The Type of Craft Teachers Needed in Basic Schools

We have, earlier, referred to the need for associating skilled traditional craftsmen with craft teaching in Basic Trading schools. The need for this is even more in the Basic schools. There is the legitimate demand that a variety of suitable crafts should be introduced in Basic school in different parts of the country. The spinning-weaving craft and agriculture are already spreading in many Basic schools. Other suitable crafts will be

wood-craft, cardboard craft, metal work, black-smithy, pottery, etc. Traditional craftsmen engaged in these crafts and earning their livelihood through them are persons with undoubted skills in these crafts. No one can do better as teachers of crafts in Basic schools than these craftsmen. There are two ways of associating such craftsmen with Basic schools. One way is to induce them to come to Basic schools for an hour or so every day or for a day or two every week to teach their craft in the schools under the supervision of one of the trained Basic teachers of the school. This will mean putting up workshops in Basic schools. The other way would be to send Basic school children for some time every day or for two or three days every week to the workshops of these craftsmen in the villages, under the supervision of the Basic trained teacher. In this case, children will not only learn crafts, but gain knowledge of various situations in the village affecting craftsmen who form the backbone of the village. It would be social studies in practice.

In either case it may be necessary to give craftsmen some training in the reception and instruction of children. This would also mean that the school children and the village community will come closer to each other at some vital points of contact.

Whatever may be the method adopted, the main point is how to get skilled traditional craftsmen like handloom-weavers, carpenters, blacksmiths, potters, etc. to give children sound instruction in crafts under the eye of trained Basic teachers. A special Committee may be set up to go into this question fully to investigate its possibilities and to propose a workable scheme to those concerned.

(xiii) **The Problem of Enrolment, the Shift System and Basic Schools**

The shift system has been long in vogue in the Travancore-Cochin State. The shift system became necessary because of the heavy pressure of enrolment in a State with a high density of population. Educational authorities in the Travancore-Cochin State made it very clear to the Assessment Committee that Basic education and the shift system will have to be reconciled in their State. Let it not be forgotten that in some other States also a very large percentage of children of school-going age are not enrolled in any school and the problem of bringing them in must be taken up without delay. The shift system is not an advantage in Basic education but it becomes necessary under certain special circumstances. Under the shift system, the time available for instruction in schools and especially in Basic schools becomes inadequate. We, therefore, told the Travancore-Cochin State authorities that the shift system may continue even in Basic schools, subject to the strict condition that carefully planned assignments of craft work will be given to boys and girls in the out-of-school hours and that correlation of such work with studies of subjects in the syllabus will be maintained from day to day.

(xiv) **Certain Necessary Observation on Basic Schools in General**

It might seem that we have painted too gloomy a picture of the Basic schools we saw in the States under review. We were perhaps more

concerned with the defects and shortcomings rather than the brighter side of the picture. In fairness, therefore, it becomes necessary to make the following observations.

Wherever Basic education has come into one of the older schools, even if only imperfectly, it has brought about a change for the better in some directions. Children are more alert, more full of questions and more eager to know everything, a little more resourceful and braver and certainly more concerned with their surroundings. We visited also some non-Basic schools, not far away from the Basic schools we saw, and we talked to children of both the sets of schools, asking the same questions and testing them more or less in the same manner. Except in a few cases, Basic school children generally came off better. In any comparison of average Basic schools with average non-Basic schools, it was clear, that the former have improved the character and habits of the children, their resourcefulness, capacity to do things and to question and understand matters a little better. It was not possible for us to make a full study in comparison but our impressions are clear. In the case of the teachers, there can be no doubt whatever, that those trained in Basic education make better teachers whether they work in Basic schools or non-Basic schools. If Basic schools do not generally furnish a better picture, it is largely due to the fact that educational administration still remains unimaginative and unable to keep pace with the fresh demands of a new situation. Many Basic schools will blossom out and do much better, if the conditions under which they work, are put right by proper administrative measures. Wherever administration is good as in the Dharwar area or in the Madras State, there are already good Basic schools.

We are much tempted to say, "Give us good Administration and we shall give you good Basic education."

What we have seen has convinced us of the great possibilities of Basic education. We have seen both the defects and the possibilities in the present situation concerning Basic education. The defects are such that they can be removed without much difficulty and the possibilities are such that they can transform the character and attainments of the children of India. What Basic schools need are proper conditions of growth, more day-to-day guidance and to be taken more by those who have brought them into existence.

XV. The Pulse of the Public Concerning Basic Education

Basic education, as it is understood or appreciated by the general public, is a study by itself. Basic education is associated, like Khadi Harijan work, with the Congress as a political party. So everywhere Congressmen support Basic education with very few exceptions. But this large measure of support is more political than educational. It is often lip loyalty. Only a very few Congressmen, we found, really understood and supported Basic education with conviction. Gandhian constructive workers are among the best supporters of Basic education and in more than one place we visited, they had pioneered it even in advance of the State Governments. At least in two of the States we visited, some of the good Basic Training schools and Basic schools we saw are run by constructive workers.

Outside Congressmen and their sympathisers, opposition to Basic education comes generally from the university-educated on the one hand, and the Communists and Communalists on the other. Communist opposition is political and also due to their aversion for handicrafts and village industries which they consider out-of-date. Opposition from the university-educated is due to the prejudice that emphasis on productive work will lower the quality of intellectual and literary attainments. Unfortunately, Basic education has been sometimes presented as an orthodox and inflexible educational creed and this is responsible for opposition from the liberal-minded. But wherever and whenever Basic education has been presented in its true perspective and without insistence on particular crafts and as providing for experimentation and variations, such opposition has tended to disappear.

We are of the view that there is need to educate the public concerning Basic education. This has to be done wholly at the educational level without any consideration of party politics. It should be made clear that whatever may be the direction of social development in India, Basic education would be better for the country than the present book-centred and enfeebling system of Elementary education. Whether India chooses to go the way of simpler life of *Sarvodaya* or the way of the more complex life of industrialisation and Socialism, a few generations nurtured in Basic education would more vigorously help in creating the New India than anything else. It would be good to have periodical Basic Education Conferences on a regional and on an all-India basis. One of the urgent needs of the situation is to bring Gandhian Constructive Workers and the Community Projects and National Extension Workers to collaborate in developing Basic education efficiently and quickly.

CHAPTER III

The Administrative Set-up and Basic Education

We have already stated and we repeat it now—we had the distressing experience of seeing Basic education being slowed down, mis-directed and retarded, due entirely to Basic education being organised under the wrong administrative set-up. Though the ideological battle for Basic education has been more or less won as a matter of educational policy, it is our experience that educational authorities with some conspicuous exceptions do not either fully understand the practical implications of the new system or what is worse, they do not care to understand the same. One classical instance is that of the inspection of Basic Training schools and Basic Schools by Inspecting authorities at different levels who have had no training in Basic education and who are sometimes even hostile to Basic education. The lack of training in Basic education of those in charge of Education Departments at higher levels also tends to create misdirection when such authorities are put in charge of building up Basic education. We must face the fact that there are yet many prejudices and misunderstandings in the minds of educational authorities in several States and yet it is unavoidable that Basic education has to develop under them.

We have taken the view that the old method of developing Basic education exclusively through the addition of one compact area of Basic institutions to another, slowly from year to year, should now be given up in favour of taking the whole of Elementary education and turning it vigorously towards Basic education by progressive introduction of the various aspects of Basic education simultaneously in all Elementary schools. This will need the conversion of the whole of Education Departments from top to bottom to the Basic pattern of education in so far as Elementary education is concerned. It will not be possible to turn all Elementary schools progressively and quickly into Basic Schools as envisaged in the general plan we have already outlined, unless the whole Education Department is transformed in every State to meet the requirements of such a revolutionary change.

The implications of such a transformation should be clearly understood. It will not be enough that Education Departments mechanically accept the policy of Basic education, but there will have to be full and clear understanding of the implications of Basic education and specially of the practical and day-to-day steps that will have to be taken in implementing the programme. This means the adequate and appropriate training of educational officials in Basic education at all levels in Education Departments. Inspecting officials actually working at the Basic school level as also those in the higher ranks of Inspection work, District and Divisional or Regional Officers, Deputy Directors and Directors of Public Instruction will all require to be trained and orientated in a manner suitable to different levels in the programme of Basic education.

Apart from training of educational authorities, it will be necessary to have a proper set-up of administration which can absorb the shock of the change-over to Basic education and to take necessary steps which will enable Basic education to develop efficiently and extensively in the context of the older system of Elementary education, between which and the new system there are fundamental differences. It will not be possible for us to indicate precisely or in detail what should be the proper administrative set up in this connection. It will also be unwise to lay down any inelastic plan, particularly because conditions and circumstances often vary from State to State. We can, therefore, only indicate broadly what, we consider, may be a helpful set-up. The following points are, therefore, set down in this connection ;

1. In every State there should be an overall officer for Basic education of the highest possible status with training and experience in Basic education. He should have the status of a Joint or Additional Director of Public Instruction. Where such an official is not available now, a suitable one should be selected and trained. The training should be for not less than three months and during at least one month out of the three, he should spend in visiting and closely studying the life and work institutions with a good record of Basic education work.

2. Such an officer should be entrusted fully with the task of converting all Elementary schools in the State into Basic schools within a stipulated period as per the plan we have already outlined. This will certainly include all programmes of training and re-training teachers. He should have authority and control over the entire field of Elementary education. All the personnel in the schools, Teachers' Training schools, the Inspecting authorities concerned and those in charge of equipment stores and distribution of equipments, etc. should come under his control. Orders passed by him should, except for very special reasonable, final within the Elementary Education sector and papers signed by him in this connection should go direct to the Government to avoid delays and difficulties. Unless he is clothed with such authority and responsibility, he will also be caught up in the existing machinery and find himself often helpless to carry out programmes which are absolutely necessary for the successful conversion of all Elementary schools into Basic schools within the stipulated period.

3. In regard to finance, it will be for the Government naturally to lay down what funds will be available from year to year to convert as many of the existing schools into Basic schools, to train and re-train teachers for the same, to buy, stock and distribute raw materials and equipments and for other necessary expenditure. But, once funds are ear-marked for the above programme, the officer in overall charge should have the same authority in spending the funds as is now generally enjoyed by the Director of Public Instruction.

4. Our suggestion that the Joint or Additional Director for Basic Education should have the necessary powers given to him does not certainly mean that the Director of Public Instruction can absolve himself of his own over-all responsibility in regard to this matter. At innumerable points, his responsibility will remain in tact to see that the new programme fits smoothly into the general machinery of the administration

of the Department. The Director of Public Instruction should look upon the Additional Director for Basic education as his close colleague to work out a programme of educational reconstruction from below and to whom necessary powers and controls have been delegated.

5. The training of all personnel in the Education Department in Basic education except the Director of Public Instruction should come under the purview of the Additional Director who will prescribe courses of training appropriate to different levels. The object of the training should be to enable all officers in the Department to play their role effectively at different levels to develop Basic education. The officers who will actually inspect the Basic schools should be as far as possible graduates who have had full training in the principles and methods of Basic education. In the case of already existing inspecting personnel who have had training in the older system, their re-training also must be efficient and thorough and not scrappy or too short as in some States. Whether it is the case of fresh graduates getting full training or officers already in service with the old training, it should be remembered that both will have to do the same hard and pioneering work in the field of Basic education. Moreover, the whole concept of inspection work has also to be changed. The role of the Inspector will be more and more that of guiding and inspiring Basic school teachers than merely recording errors and shortcomings. The Inspector must become the best friend of the school teacher.

In regard to the District Educational Officers and those at a higher level, their training may well be in the form of Seminars.

6. It may also be helpful that Deputy Directors in some of the States who are in charge of different stages of education on a State level are put in charge of regions or divisions in charge of all stages of education. This may need a little explanation. In some of the States now there are Deputy Directors in charge of Elementary education, Secondary Education and even Higher education and at the same time, as in Madras, there are Divisional Inspectors in charge of all stages of education in their respective regions or divisions. This duality should be given up in favour of larger number of Deputy Directors who are themselves in charge of all the stages of education on a regional basis as in Uttar Pradesh. The stage-wise division of work is likely to encourage each stage to develop without intimate and detailed relationship with the other stages, but the region-wise division will help in ensuring that each stage fits in smoothly with the stages preceding and following it.

7. The working relationship between the Additional Director on the one hand and the District Educational officers and other officials at a higher level on the other, in so far as the development of Basic education is concerned, will have to be worked out carefully, so that these officers also play their full part in the new development. This process of adjustment will become easier only when all the officials concerned have had adequate training in Basic education as outlined in some of our above proposals.

8. Even when all schools have become Basic schools, the administrative set-up that we have visualised will continue to be necessary. In fact, it

is only when all schools have become Basic schools that the whole work will have assumed its immense proportions. Many new problems may also then arise. Even now in some States there are Deputy Directors in overall charge of Elementary education. What we have suggested is only one further step for developing Basic education and then stabilising it and improving it from year to year.

It is now for us to set down clearly our ideas for the training of Educational Officers at the different levels in so far as such training is related to the administrative set-up. We are not here dealing with the contents of training as such, since that is dealt with elsewhere.

(i) The Directors of Public Instruction should be trained at an all-India level either at a Seminar or in some other suitable form. The programme for the training period and the training course itself should be in the charge of the best Basic educationists in the country and arranged by the Union Ministry of Education. We would strongly plead that such training should be conducted in a place which has already established a reputation for the excellent training of Basic teachers and where there is a good compact area of Basic schools. The Seminar or any other suitable method of training at this level should be conducted in the environment in which Basic teachers, Training and Basic schools are a reality. Therefore places like New Delhi will not be very suitable venues for the Seminar.

(ii) The training of other personnel in the Education Department of the various States should be the responsibility of the Additional Directors of Basic Education and at a State level.

In regard to the training of teachers for the Basic schools themselves, we clearly visualise three types of training which are as follows:—

1. A two-year course of full training in Basic education for post-Basic and matriculate candidates as is now obtaining in some of the States.
2. A shorter course of retraining for the very large number of teachers who have already had training in the old way and now constitute the majority among Elementary school teachers. In the Bombay State, this retraining is for one year; in Madras it is for three months and in some other States for shorter periods. It is our view that the period of such retraining should be at least five months. Any shorter course of training will be very inadequate.
3. The third type of training should be what we call 'in-service' training and this will be a continuous process and will apply equally to those who are trained fully for two years or retrained for shorter periods. All trained Basic school teachers should come back to their Basic Training schools or to other suitable centres for one day every month and should sit with the staff of the Training school and the local training school and the local Basic trained Inspecting Officer. Every problem concerning the Basic schools must be discussed at these meetings; the work of every month reviewed and the work for the next month drawn up and clearly explained.

As we consider this 'in-service' training to be most important, we make no apology for putting down the following detailed suggestions in regard to this :—

1. The staff of the Training school, the local Inspector and a few selected representatives of Basic school teachers in the area concerned should constitute a local staff council with the Headmaster of the Training school as the Chairman and the local Inspector as the Convenor.
2. This Council should draw up for the ensuing academic year specific objectives for the year's work and an outline plan for each month, of activities and topics of subjects that may reasonably and profitably be taught in correlation with these activities and in general conformity with the syllabus requirements.
3. The yearly plan so drawn up may include :—
 - (i) Familiarising new entrants with the democratic set-up of the school, based on student self-government.
 - (ii) Preliminary organisation of kitchen and residential life wherever possible.
 - (iii) Congregational prayers.
 - (iv) Sanitation work.
 - (v) Community duties.
 - (vi) School assembly for news, announcements, etc.
 - (vii) The school parliament with the school cabinet and its responsibilities.
 - (viii) Gardening and agriculture.
 - (ix) Spinning and weaving and subsidiary crafts.
 - (x) Familiarising the children with the method of learning through work and activities.
 - (xi) Some extension work in the neighbourhood of the school.
 - (xii) Preparation of easy charts, manuscripts and teaching aids in higher classes.
 - (xiii) Organising the Reading Room and the Library.
 - (xiv) Organising a museum with exhibits.
 - (xv) Celebration of festivals and special National days.
 - (xvi) Games.
 - (xvii) Cultural and recreational activities like dramatic entertainments, *kalakshepams*, *bhajans*, etc.

The staff councils should also take the responsibility of organising detailed and scientific survey of the physical environment and the social environment of the Training school and the Basic schools under their

jurisdiction. We have stressed this matter, clearly indicating that if correlation is to be successful, it should not only be with productive work but with the natural and the social environments and that, therefore, a study of these two environments becomes very essential. The staff council can do a great deal in this connection.

There are many more details which are relevant in drawing up the programme of 'in-service' training but these may be left to the local authorities and the Additional Director in charge of Basic education.

Decentralisation of administrative and financial powers will become imperative, if Basic education is to spread efficiently and quickly. Ultimately the success and efficiency of Basic education in a country like ours, where the vast majority of Basic schools and Basic Training schools will remain spread out in rural areas, will depend on a considerable measure of decentralisation. Without decentralisation, the reality of local support will remain only a dream. There is now too much centralisation, so that even in regard to small matters, papers go up and down leading to interminable delays. We came across instances in which local school teachers had to write for months before getting even small things done like minor repairs, getting raw material or equipment even when sanctioned long ago. We are considering only decentralisation of powers and control within the educational administrative set-up. We, therefore, wish to make the following proposals :—

(i) The local unit of control and supervision may be a Committee or Council consisting of the staff of the Basic Training school, the local Inspector of Schools and some chosen Headmasters of Basic schools in the area. The Headmaster of the Training school may be the Chairman and the local Inspector the Convenor.

(ii) This Council should be vested with powers to incur necessary expenditure for minor repairs of buildings and repair of equipment, for purchasing raw materials and equipment, etc. It should also be authorised to sell school products and to receive payment. This procedure should be applicable to both agricultural and craft work. Every Basic Training school should also become a craft store for the local area so that quick deliveries may be made to Basic schools as and when need arises. The Headmaster of the Training school should be given sufficient funds and authority to make purchases and to distribute raw materials and equipment subject to the usual audit. What must be avoided is the making of indents to be sent to distant Headquarters and waiting for some one else to make the purchase and to supply equipment and raw materials. Long distance and long time procedure will be entirely unsuitable in a situation in which Basic education has to spread quickly and efficiently. Wherever possible, the authority and funds for purchasing craft equipments and raw materials may even be given to the Headmasters of Basic schools themselves.

The marketing of whatever is produced in Basic schools and Basic Training schools should also be left to the local council. When we enquired why yarn and cloth were lying locked up in some Basic Training schools and Basic schools in some States, the answer was that the Headmaster had no authority to sell anything even if there were purchasers willing to buy. We thought that this was absurd. This occurred

in States where productive work is under-stressed and even discounted. Since productive work was unimportant, whatever was produced was also unimportant seemed to be the idea! It struck nobody that this kind of waste and purposelessness was very bad education.

It has also to be remembered that even when local councils have done their best to market whatever is produced in the Basic Training schools and the Basic schools in the area, there may still be left over considerable quantities of products unmarketed. It is, therefore, imperative that Governments concerned should bring about close liaison between the Education Department and the Departments of Village Industries, Cooperation and Rural Development. In Madras State, the Rural Welfare Department buys all surplus yarn and cloth from Basic institutions. In no case can the Government wholly divest themselves of responsibility in this matter. We have also had before us a detailed proposal by one of the members of our Committee for decentralisation on a wider basis and we have included this matter as Appendix 11 to this Report and it is certainly worth careful study.

(iii) One of the most centralised things in the present day educational system is examinations. Even here, decentralisation is necessary in Basic education. In Basic education the tests are not merely academic but a synthesis of academic skills and the skills of practical and productive work. Moreover, in a Basic school or Training school, the tests are continuous and held throughout the year. The question of passing or failing candidates is best left to the Headmaster and staff of the Basic Training schools and the Basic school. In the context of the traditional type of examinations holding the field everywhere and in order to secure certain minimum standards applicable on a State-wide basis, the only compromise may be to allow a few written examinations for which quest on papers are set by a State Board in the case of Basic Training schools. Even in the case of such written examinations, the valuation of answer papers should be left to the staff of the respective institutions and it should be ensured that the questions are the objective type. More emphasis, however, should always be laid on the assessment of the continuity of progress of each student than on periodical written tests. In this connection the example of Madras is worthy of study. Madras State has adopted a system of examination in Basic Training schools on the following lines :—

Examinations should really be internal, i.e., Headmaster and staff should be the final authority for passing or failing a candidate. Nevertheless, in order to ensure in the present circumstances certain common necessary standards on a state-wide scale, there should be some common question papers on certain subjects set by a State Board. But these answer papers will be valued by the Headmaster and staff concerned and their valuations will be final except in cases where the candidate has a clear grievance and then such a case may be referred to a suitable higher authority through the Headmaster.

The question papers should be on the following minimum number of subjects :—

- (i) Educational Psychology and Child Study ;
- (ii) Principles of Basic education and School Administration ;

- (iii) Methods of teaching and general language paper without any reference to a textbook.

(Methods of teaching English should, however, be examined in the Senior Basic Grade as long as English is taught as one of the optional subjects in Basic Schools).

The nature of the questions should be objective in all these papers and in the case of the general language paper, it should be of the essay type in order to test the capacity of the candidate to express himself fully and clearly, besides testing his knowledge of the history and development of the language itself.

These written examinations are agreed to only because Basic education is at present called upon to develop in the context of the much larger background of the present system largely given to written examinations. The relative importance of these written examinations to the whole of internal assessment should be properly balanced. Therefore, as against the three written papers for the Junior Grade and four for the Senior Grade, internal assessment should be under the following five distinct heads :

- (1) Health and Hygiene (including Physical education).
- (2) Gardening and Agriculture and Kitchen work.
- (3) Spinning, Weaving and other crafts.
- (4) Community training and Cultural activities.
- (5) Work in Practising Section.

We wish to add that it would be good if Education Departments would set up for the purpose, Assessment Boards at different levels to conduct administrative checks and sample tests of the work of Basic schools and Basic Training schools at convenient levels. The system as recommended in the Zakir Husain Committee's Report may be profitably studied again for the setting up of such Assessment Boards.

Before we conclude this Chapter, there is another matter of importance to which we must refer. It is very necessary to associate non-official and public effort with that of Education Departments. This may be done by setting up Statutory Basic Education Boards at State-level with adequate powers to guide governments in the work. It was only in Bihar and in Assam that we found Statutory Boards of Basic education. Chosen members of the Legislatures, eminent non-official educationists and representatives of Governments etc. should sit together in such Boards under the Chairmanship of Ministers of Education to help in planning and executing schemes of Basic education. This will help to bring public opinion to appreciate and support the rapid development of Basic education on a State-wide basis. The importance of securing public cooperation cannot be exaggerated.

(II) Relative Costliness of Basic Education

There is a general view that a Basic school is more costly than an ordinary school. This is followed by the corollary that that is why Basic education cannot be spread quickly or early. This view has to be carefully studied and neither accepted nor rejected without scrutiny.

To begin with, the issue itself needs to be made clear. It is admitted on all hands that what goes on in the name of Elementary education in India is very unsatisfactory. What is meant by this is :—

- (1) School accommodation is bad ;
- (2) The quality of teaching is poor ;
- (3) Educational and other school equipment is very inadequate ;
- (4) Education is too bookish and too little conducive to personality and social development of children ;
- (5) Almost no provision for cultural and recreational programme is made ;
- (6) Even academic standards are poor ;
- (7) There is a wide gulf between the school and the community.

Even if there was no Basic education programme in the picture, Elementary education in the country will not be worth the name without improving it at each one of the above seven points and most of them will undoubtedly result in increased expenditure. We have grave doubts if all those concerned have yet fully realised the pitiable state in which Elementary education is, quite apart from Basic education. The fundamental thing, therefore, to understand and to accept that, whatever relative higher costliness may be attributed to Basic education, is almost wholly the increased cost of pulling up Elementary education from its hopeless plight at the present time. It is impossible to conceive that independent India can permit the continuation of the present plight of Elementary education, even if Basic education were put away.

Apart from the above points at which improvement is so much called for, what possibly are other items of increased expenditure in connection with Basic education ?

These are :—

1. More land for Basic Training schools and Basic schools ;
2. Raw materials for both ;
3. Craft equipment for both ;
4. Re-training in Basic education of already trained teachers.

Before dealing with the above four matters, we would like to clear another point of importance in this connection. We may be asked, in fact we were asked by many people, if the salaries of Basic teachers should not be more than the salaries of teachers in ordinary Elementary schools. It is true that in one or two States Basic teachers are given some additional emoluments. It is equally true that the Basic teacher has to work harder than the ordinary Elementary school teacher. We also realise that when Basic education was first introduced, it was perhaps necessary to give some additional inducements to teachers to come eagerly into the new programme. But, taking all relevant data into careful consideration at the present juncture, we are clearly of the view that the issue of increased salary to teachers in Basic schools, simply because they are in Basic schools, should not be raised or entertained apart and separate from the paramount need of giving better salaries to teachers in all Elementary schools, whether Basic or non-Basic. Basic teachers will

ultimately gain nothing by taking a separate stand on this question. If they do, all other teachers are likely to develop ill-will towards those working in Basic schools and unconsciously against Basic education itself. Moreover, we are taking the unequivocal view that all Elementary school should become Basic schools within a stipulated period. Any advantage given to Basic teachers, therefore, will be special only for a very temporary period.

Let us now consider the above four points of what may legitimately be considered to involve additional expenditure just because ordinary Elementary schools become Basic schools.

1. More Land for Basic Training Schools and Basic Schools

Kitchen gardening and agriculture are very important items in Basic institutions and through the various States that we visited, we were happy to find that special stress was laid on these two items. Naturally, therefore, the provision of enough land for these institutions becomes unavoidable.

This is the era of *Bhoodan* and *Bhoodan* for schools may fit into the whole programme of educational reconstruction very appropriately. In some States where *Bhoodan* for schools has been organised by the Chief or Education Ministers, the result has been encouraging. If State Governments will take up the *Bhoodan* movement for schools, it is certain that innumerable schools can get more or less the required land. It is not necessary always that the land should touch the school premises. Land acquired may be within good walking distance of schools. Where land cannot be acquired outright, suitable land may be leased. It may well be that when all voluntary gifts and efforts are made, there will still be schools without land. More emphasis should be laid in such schools on crafts other than on agriculture.

Wherever suitable land is obtained and water facilities exist or are given, there will be a steady income from kitchen-gardening and agriculture, kitchen-gardening for the smaller children and agriculture for the older ones. In several places we found that income from agriculture was not at all inconsiderable and in some cases even more than from other craft work.

The two things to bear in mind, therefore, are that land for schools should become *Bhoodan-for-schools* movement. Such a movement will bring the school and the community closer to each other; and secondly, there will always be a steady return from agriculture.

2. Raw Materials

There is no question but that investment on buying and stocking raw materials for the steadily increasing number of Basic schools and the Basic Training schools will mean additional expenditure. But, if craft and other productive work is even fairly efficient, cost of raw materials can be recovered within the first year itself. This is proved by the experience already obtained in Bihar, Madras and Orissa. This proposition should not be difficult to understand, quite apart from some facts and figures available in these States. Raw materials are converted into finished products without payment of labour charges, because the whole work is part of the educational process in Basic institutions in which students naturally participate and, therefore, what is produced can and will pay back the

cost of raw materials. The one essential condition, of course, is that productive work is organised with some care and efficiency. Since the cost of raw materials is paid back by production, whatever is originally spent can be kept on rolling from year to year.

3. Equipment

This is perhaps the most conspicuous item calling for additional expenditure. In Madras, for instance, it is estimated that the cost of equipment will be about Rs. 200/- per Basic teacher. Every Basic teacher will have about 30 children on the average and a sum of Rs. 200/- is provided to buy equipment for these children. Experience in the Madras State has shown that wherever craft work is organised systematically, it is possible to pay back the cost of equipment within about five years. In one of the good senior Basic schools in Madras State where 11 teachers are working with a strength of 384 pupils, craft equipment was supplied at a cost of about Rs. 3,500/- and in one academic year alone there was a net income from craft production of Rs. 1837-12-0. Such an institution will pay back the cost of craft equipment within a period of two or three years.

From experience so far available in States which have stressed the value of productive work in Basic education, it may be safely said that money spent on craft equipment can be recovered within about five years under normal conditions of efficiency.

At present, craft equipment and raw materials are supplied free to children in Basic schools. Craft equipment is kept in the schools and while children are allowed to use them, they cannot be taken home by the children. We have been told, and we think it should be possible, that about 50% of the children can pay for the craft equipment and even in the case of the rest the price may be recovered in small instalments. In that case, the craft equipment will belong to the children and they can take them home and other members of the family may also join in producing articles. If the expenditure on craft equipment is thus reduced, the cost of Basic education at once becomes less.

If the whole problem of the cost of equipment is dealt with in the manner, above it should be possible to recover most of the cost of equipment within a few years. Full advantage should also be taken of the present arrangements made by the Khadi and Village Industries Board under which cotton-craft equipment is available at considerably reduced costs to *bona-fide* institutions engaged in Khadi production.

We are, therefore, convinced that the cost of equipment is not such a bogey of additional expenditure which need frighten the promoters of Basic education.

There is another factor to be considered in this connection. Under existing Departmental Rules, costly school buildings become imperative, costly in relation to the general background of the poverty of India. But we have seen good Basic schools run by private agencies in simpler and cheaper buildings. It has become necessary to make clear that less costly buildings than are stipulated under the rules and which fit into the village pattern should be quite adequate for Basic schools in most places. Instead of complaining that Basic education is more costly, we should

consider ways and means of reducing cost wherever possible without impairing efficiency. A committee of Rural Engineers and Basic Education Experts may be set up by the Union Ministry of Education for the purpose of drawing up plans for cheaper and simpler buildings for Basic schools and Basic Training schools.

4. Re-training of Already Trained Teachers

This item certainly represents additional expenditure. But it will be necessary only for a limited number of years and certainly not for more than five to seven years. We have suggested that the minimum period of re-training should be five months. In Madras State, re-training of already trained teachers is arranged in such a manner that no substitutes are appointed in the place of those sent up for re-training. At no time is more than one third of the teaching staff removed for re-training and then the remaining two thirds take over and share in the work. This programme has worked successfully and may well be tried by the other States. If substitutes are always appointed in the place of those sent for re-training, then the cost will be much higher and this can be avoided. Considered in the light of these limiting factors, this item of expenditure need not also assume proportions beyond the capacity of normal budgetting. The additional cost of re-training a teacher already trained in the older method for three months as now obtaining in the Madras State is only about Rs. 90/- which includes a monthly stipend of Rs. 25/- and travelling allowance.

In regard to land, raw materials and equipment, we have therefore to balance initial investment with recurring income from year to year. When all such balancings are made, it can be shown that Basic education, because it pays back something not inconsiderable from year to year, is really better Elementary education at minimum extra cost and in the long run at no extra cost at all. On the positive educational side, the quality of teaching will have improved, education will cease to be merely bookish and become more conducive to the development of resourcefulness and responsibility in children. The gulf between the school and community will tend to disappear and Elementary schools will become places humming with purposeful activity. It is our emphatic view that Basic education would be an improvement in every way on Elementary education, costing less than any other practical programme for such improvement.

What we have stated should show that it is wrong to put forward the argument that the cost of spreading Basic education within a stipulated period will be prohibitive. The truth is that in any case Elementary education must be improved without delay and the Central and State Governments have clearly laid down that improvement is best done through Basic education and if Basic education is organised properly, it will on the whole be the cheapest way of improving Elementary education under the circumstances obtaining in our country.

(iii) Productivity in Basic Education

Productive work occupies a central place in the whole programme of Basic education. A good part of learning must be correlated with direct experiences of growing boys and girls in various processes of productive work. While, therefore, productive work is important as

such in Basic education, it is even more important as the vehicle of learning. This naturally means that productive work and learning become vitally integrated into the unity of education. The major result of productive work in Basic Education has to be undoubtedly education itself, in the richest sense of the word. Even so, the resultant of material goods through productive work becomes the inescapable corollary. The more the productive work, the more the learning and equally the more this resultant of material goods in the programme of Basic education. When thousands of schools in an area become Basic schools, productive work will gather momentum and volume and the resultant would be great quantities of material goods like grain, vegetables, cloth, etc. Now these articles so produced are very tangible things and can always be measured and valued. The measuring and valuing of all that is produced is as important as the assessment of learning that takes place at the same time. Therefore, we propose to give consideration in this chapter to productive work in Basic education and hence, to what may be produced and to measuring and valuing the material products.

As we have already stated earlier, we met some of those in charge of Education in a few of the States we visited, who held the view that productive work should be considered solely as the vehicle of learning and therefore from the point of view of learning only and not from that of material goods produced. In their case, there was, thus, hardly any question of measuring or valuing material goods produced as a relevant test of the efficiency or success of Basic education. If learning took place through productive work or through any other work, it was immaterial what quality or quantity of materials were produced and it was thoroughly irrelevant to calculate the economic return from the materials produced. This point of view was put forward, as already pointed out, in Uttar Pradesh and West Bengal with conviction and vigour. The assumption was, that this was the proper educational view and any mixing up of the issue of economic returns would pull education down to a lower level. We were surprised at this point of view. The fallacy inherent in this attitude and outlook is not difficult to expose. Even if productive work or what is called creative work is accepted only as the medium of learning and not with a view to some economic advantage, there will have to be provision for land, wells, agricultural and craft equipments, different raw materials and specially trained teachers etc. When these are provided in tens of thousands of schools, the cost will not be inconsiderable by any means. It should be clear to any one who gives thought to this matter that all this expenditure should not be allowed to go down the drain pipe through inattention to the quality and quantity of production under the illusion that scrappy, inefficient and careless production can ever be good education. It is educationally unassailable to hold firmly that if productive work is to be a good vehicle for learning, then productive work should be organised and developed carefully, systematically and efficiently and as soon as this is done, the inevitable result will be the piling up of material goods which would be usable and needed by the boys and girls themselves, their families, their friends and the whole community. Such material goods cannot and should not be thrown away or given away gratis all the time or to every body. This means, without any doubt, an income and since the level of income will be related to the quality and quantity of the

goods produced, the income itself becomes indirectly at least the test of the efficiency of production and, therefore, indirectly again the test of the educational process. Why should anybody run away from this logic? The logic itself is irresistible. Efficient productive work, the maximum of learning through it, the resultant of increasing quantities of usable material goods and, therefore, the deriving of an income are all the closely inter-related parts of the same integrated picture of Basic education.

We have tried hard to understand and analyse the resistance to the validity of productive work and some definite economic gain in the concept and practice of Basic education. We are sorry to have to say that it is our opinion that this resistance comes from a certain assumption of intellectual and academic superiority which are meaningless and from inability to organise productive work efficiently in a large number of Basic schools.

Our assessment of the productivity in Basic education includes among other considerations, very definitely the idea that the measuring and valuing of all that is produced is not only relevant but essential. Where, as in the whole of India, there will be tens of thousands of Basic schools, the measuring and valuing of production itself becomes a significant educational process and at the same time will point the way to considerable economic gains for the Basic schools themselves and for the State. We were told solemnly at very high level in one of the States that any income from production in Basic schools will have no bearing at all worth the name on the educational budget. We do not agree. If our premises are correct—and we think they are—then the income from production from a vast number of full-fledged Basic schools with eight grades in each of them will not be inconsiderable and will constitute a factor to be reckoned with. Just now, with only very few Basic schools in India and even these few generally inefficient, the stream of production is only a thin little trickle and it will be very unwise to judge future developments in this regard on the basis of what is now taking place. The little trickle may yet become a great stream of increasing production and then the economic factor will naturally assume a new proportion. While the picture is, therefore, just now very inadequate, there is even now sufficient in it to indicate the above possibility. There are facts and figures from Bihar, Madras, etc., which will bear out that such a possibility may not be dismissed lightly. But of these, a little later. Before we come to some facts and figures available, we wish to clear the concept of productivity itself in Basic education as we understand and uphold it and that is what we have tried to do in the above paragraphs. We cannot do better in concluding these paragraphs than by taking the following quotation from the statement on the concept of Basic education issued by the Standing Committee on Basic Education :

“The effective teaching of a Basic craft, thus, becomes an essential part of education at this stage, as productive work done under proper conditions not only makes the acquisition of much related knowledge more concrete and realistic but also adds a powerful contribution to the development of personality and character, and instils respect and love for all socially useful work. It is also to be clearly understood that the sale of products of craft work will meet some part of the expenditure incurred

on running the school or that the products will be used by the school children for getting a midday meal or a school uniform or help to provide some of the school furniture and equipment.

"As there has been controversy and difference of opinion regarding the position of craft work in Basic schools, it is necessary to state clearly that the fundamental objective of Basic education is nothing less than the development of the child's total personality which will include productive efficiency as well. In order to ensure that the teaching of the Basic craft is efficient and its educative possibilities are fully realised, we must insist that the articles made should be of good quality, as good as children at the stage of their development can make them, socially useful and, if necessary, saleable. The acquisition of skills and the love for good craftsmanship have deeper educative significance than merely playing with the tools and raw materials which is usually encouraged in all good activity schools. This productive aspect should in no case be relegated to the background as has been usually the case so far, because directly as well as indirectly, efficiency in the craft practised undoubtedly contributor to the all-round development of the child. It sets up before children high standards of achievement and gives them the right kind of training 'n useful habits and attitudes like purposeful application, concentration persistence and thoughtful planning. While it may not be possible to lay down specific targets for productivity at this stage, it should be the teacher's endeavour to explore its economic possibilities fully with the emphatic stipulation that this does not in any way conflict with the educational aims and objectives already defined. However, it has to be stated that, in the upper classes of Junior Basic schools and in the Senior Basic schools, it should not be difficult for States to lay down certain minimum targets of production in the light of carefully assessed experience."

At this point another elucidation appears to be necessary. Even some of those who accept productive work as the core of Basic education have not hesitated to ask if it is necessary or even desirable to put the strain of any productive work on the younger children in the Basic schools. What they ask is whether children in the first and second grades should be given any productive work at all. We have no hesitation in saying that in the first and second grades in the Basic schools, whatever productive work is given should be as simple, easy and pleasing as appropriate to children at that age level. Such activities as the growing of green vegetables or spinning on the *takli* can be made extremely interesting to children, if teachers take sufficient care to do so. The implication of this is that the responsibility of keeping in view the concept of productivity in Basic education at this stage will be more with the teachers than with the children and the teachers should know how to guide the activities of the children so that they do not become a strain on the children. It will only be the most elementary purposefulness and direction which will enter into the picture at this stage, but from the third grade onwards such purposefulness and direction will go on steadily increasing from grade to grade. The process of learning through finding answers to the why and how of many little things done will thus be there from the start and it will continue and increase as an unbroken thread throughout the period of schooling. In the first two years, learning will gently accrue from very simple activities, but later learning will come as the result of a steadily growing

conscious process. No targets of production need be set during the first two years during which all that is necessary is to accustom the children to certain norms. We were sorry to note in some places that the whole of this matter is very little understood by even Basic-Trained teachers and the result showed itself in a tendency somehow to achieve certain targets of production by even the younger children which certainly put a strain on them. We wish, therefore, to rule out targets of production in the first and second grades of Basic schools and to replace the concept of targets by that of norms for this stage. After all productivity is a relative term and it is for the trained teachers to regulate it in such a manner that whatever is done is appropriate to different age levels. Just as learning itself is always very elementary in the earliest years, work also will only be in equally elementary forms.

It is now necessary to study productivity in relation to what is called 'self-sufficiency in Basic education'. We found that self-sufficiency is neither understood nor explained in the same manner even by many of those who are devoted to Basic education. The meaning and scope of self-sufficiency seem to have undergone more than one change and are even now interpreted in different ways by different authorities. There is no doubt that originally Gandhiji thought of self-sufficiency as something which would meet the recurring expenses in Basic schools from income derived from productive work done by boys and girls in Basic schools. Gandhiji did explain at one time that recurring expenses meant mainly salaries of teachers. But as in many other things Gandhiji kept an open mind on this matter also and explained later that the idea of the proceeds from craft work in schools being sold and the amount thus received being deposited in the Treasury by way of a refund to the State or to the Management to cover the amounts spent on the salaries of teachers, was a somewhat narrow conception of self-sufficiency in Basic education. Society or the State should provide land, buildings, equipment, raw-materials, guidance, supervision, etc., and the teachers and the pupils working and learning together will constitute a cooperative family producing and using for themselves what they need for food, clothing and other essential requirements of life. This broader idea of self-sufficiency, in our opinion, will suit residential schools better but unfortunately there are only very few residential Basic schools in the country.

During our visits to various States, we were confronted with different ideas and practices concerning self-sufficiency in Basic schools. In Bihar the practice of remitting the proceeds from craft work in Basic schools into the Treasury still holds the field. But there was one experiment at least we saw in Hansa in the district of Dharbhanga which seeks to implement the broader idea of self-sufficiency which came from Gandhiji, to the extent of the school produce contributing a fair proportion towards a noon meal and a school uniform for the children and for paying back a portion of the recurring expenditure of the school into the Treasury. The picture is more or less the same in some of the other States like Bombay, Orissa and Madras as in Bihar generally. In Madras, however, specific targets of production are set from grade to grade in Basic schools on the basis of money valuation. This system in Madras which commenced in

1951-52 continues up to date. The targets of productivity on a steadily increasing scale as laid down by the Madras Government are as follows :—

		Rs. A. P.
(1)	A net per capita monthly income for Grade I :	0 1 0
(2)	-do- II :	0 3 0
(3)	-do- III :	0 5 0
(4)	-do- IV :	0 8 0
(5)	-do- V :	1 0 0
(6)	-do- VI :	1 8 0
(7)	-do- VII :	2 0 0
(8)	-do- VIII :	3 0 0
(9)	-do- 1st year in the Training school :	2 0 0
(10)	-do- 2nd -do-	3 0 0

A steadily increasing number of Basic schools and Basic Training schools already show the possibility of achieving the targets.

The recent further elucidation of the idea of self-sufficiency issued on the authority of the Standing Committee on Basic Education has been widely welcomed. "It is to be clearly understood that the sale of products of craft work will meet some part of the expenditure incurred on running the school or that the products will be used by the school children for getting a midday meal or a school uniform or help to provide some of the school furniture and equipment." We found that the idea that the net income from agriculture and craft work of pupils in Basic schools may be utilised to provide noon-meals to children and also one or two sets of clothes for them is acceptable in many quarters.

We recommend, therefore, that when all Elementary schools have become Basic schools and consequently productivity would be on an immense scale, then an equal division should be made as between the State and the schools. There will be enough to divide and what the State and the schools will receive on the basis of an equal division will certainly make a difference. The fifty per cent which the State will receive under such an arrangement may well cover the cost of craft equipment. Here when we say 'schools' we mean the school children. We hold firmly to this view. In this connection, it would be good to keep in mind two vitally balancing factors.

The first is the fully accepted inadequacy of funds available even under the Second Five-Year Plan to adequately spread or improve Elementary education. During our tours in the various States we did not come across more depressed persons than the Education Ministers. They all spoke desperately of the lack of funds to spread or improve Elementary education. The consensus of opinion among them was clearly that neither the spreading nor improvement of Elementary education during the Second Five-Year Plan would be commensurate to the needs and challenges of the quickly changing situation in the country. Let no one who still speaks lightly of productive work in Basic schools or under-values any income that might accrue from such productive work forget for one moment that even in 1956 and the immediate years to follow the highest problem before educationists is that of finding adequate

funds to promote education at various levels and particularly at the bottom and that they themselves are among the conspicuous mourners over such a situation.

The second balancing factor is that provided by the distinct possibility that when tens of thousands of schools have become Basic schools, the stream of productivity can swell into a great current and that the proceeds from such production will be considerable.

It is by keeping these two factors in mind that we have arrived at the conclusion that 50% of the net income should go to the State to help spread Education and the other 50% for the benefit of the boys and girls in Basic schools in some tangible manner. We should not judge the possibilities of productivity from what is going on at present. We are convinced that productivity in Basic education has not yet had even a dog's chance as a whole anywhere in the country. But, if we believe in Basic education and are putting our hands to the task of building it everywhere in the country, we must hold fast to the hope that the whole picture will be totally different from what it is today. In planning for the future and working for it, let us not be dragged down by the limitations created by ourselves in regard to the development of Basic education. It would be wrong to make mistakes and it will be even more wrong to conceive the future in terms of those mistakes. The first good result from a frank acceptance of error is to correct the error and go forward with increased conviction and efficiency.

We have now to deal with the actual picture of productivity in Basic institutions to the extent we were able to see it in the States we visited and we were able to study the same from a mass of confused information supplied by the Education Departments of those States. Productivity in Basic schools in such States as Delhi, Uttar Pradesh, West Bengal, Mysore, Andhra, etc. was not such as could lead us to any worthwhile conclusions except that the work was being done very unsatisfactorily. In the case of Uttar Pradesh however, we saw a fairly good measure of productivity in agriculture work in Basic Training schools and even in some Basic schools, though other craft work was unsatisfactory. It was only in the States of Bombay, Madras, Bihar and Orissa that we saw care being given to productivity with fairly good results. When we speak of productivity, we have largely in mind full-fledged Senior Basic schools, since it is only in the Senior Basic Grades that productivity comes into its own as a factor to be reckoned with economically. The number of Senior Basic schools even in States like Bihar, Madras, Bombay and Orissa is comparatively very small. For instance, in the Madras State which has on the whole nearly 2,000 Basic schools now, the number of full-fledged eight-graded Basic schools is only about 20, though in the Second Five-Year Plan it is expected to reach 200. In Bihar the number of Senior Basic schools today is about 100. It should, therefore, be clearly understood that assessment of productivity can only be on the basis of the achievement of a very small number of full-fledged Senior Basic schools and of a much larger number of schools which are only slowly developing into full-fledged Senior Basic schools.

The position we, therefore, take is that what has become possible even in a small number of normal full-fledged Senior Basic schools

should be possible in more and more such schools as they develop all over the country provided the necessary facilities are given. We have seen much failure in this particular matter of productivity, but we have seen and studied enough about it to give us the confidence that under appropriate conditions productivity and the income from it can become a significant factor in the expansion and the improvement of Elementary education in India.

We give below some selected facts and figures gathered from a mass of data, much of which is irrelevant for our purpose :—

Bombay State

I. Statement of productivity showing information on account of the Basic school (Practising school attached to Basic Training Centre) Loni-Kalbhori, Distt. Poona, for the year 1952-53.

	Standards							TOTAL
	I	II	III	IV	V	VI	VII	
(1) No. of pupils in the school grade-wise	34	27	23	28	29	19	29	188
(2) Total production during the year in money value :								Rs. 2,241—8—9
(3) Gross income during the year in money value :								Rs. 2,347—3—9
(4) Actual expenditure during the year :								
(i) Salary of teachers including Dearness Allowance :								10,345—8—0
(ii) Craft contingency								645—8—3
(iii) Rent, rates and taxes, if any.								Nil
(5) Net income during the year in money value with amounts of actual remittance into the Treasury or Govt. accounts.								1,557—4—6

N.B. Here then is a Basic school of seven grades with 188 children producing the net income of Rs. 1557-4-6. Therefore, the income from each pupil per year is Rs. 8-4-6.

II. Surat District: (A) From the facts and figures supplied by the District Educational Inspector, Surat, we extract the following figures :—

24 Basic schools with approximately a little over 4,000 children earned the net income of Rs. 8352-11. In other words, the average, income per child per year was about Rs. 2/-. We have this figure, therefore, from a fairly large number of Basic schools in a District.

II. (B): Basic School, Vedehhi: This school at Vedehhi is another example like the Hansa Basic School in the District of Darbhanga, Bihar State wherein the wider concept of self-sufficiency is sought to be implemented. The following figures have been made available to us concerning productivity in this school :—

- (1) In 1952-53 the number of pupils was 133.
- (2) The value of work done by the children during the year for their own self-sufficiency through agriculture and khadi was Rs. 1,209-7-9.
- (3) The value of work done by the same children for the same period for the school was Rs. 421-11-0. through khadi and agriculture.
- (4) The total value therefore, of all the work done by the children for the period was Rs. 1,631-2-9.

III. Dharwar District: The following figures from the Practising Basic school attached to the Government Training College are extracted :

The average net income per pupil per year in 1954-55 was Rs. 5-4-0. There were 400 pupils. The net income for the school, therefore, during the year is Rs. 2,025/-.

IV. Bijapur District: From the facts and figures supplied by the Bijapur District Educational Inspector, we give the following extract :—

The average money value of the goods produced in a year, by each pupil was Re. 1/-. The profit after deduction of the cost of raw materials was Rs. 0-8-6 per pupil per year.

ORISSA STATE

There are some over-all figures available from Orissa. There are 337 Basic schools of which full-fledged Senior Basic schools are 15. The average money value of the goods produced in a year by each student is about Rs. 5/- and the profit after deduction of the cost of raw materials is Rs. 1-5-9 per student per year.

BIHAR STATE

We give below a very brief summary of the over-all picture of productivity in Basic schools in Bihar. It should be remembered that in Bihar, they calculate the percentage of self-sufficiency meaning the percentage of income in relation to recurring expenditure which almost wholly means the salaries of teachers.

Deposits in the Treasury from Basic Institutions over a Period of Years :

<i>Years</i>	<i>Deposits</i>
1949-50	Rs. 1,31,755/-
1950-51	Rs. 3,32,167/-
1951-52	Rs. 3,26,886/-
1952-53	Rs. 3,49,525/-
1953-54	Rs. 3,13,693/-
1954-55	Rs. 6,97,708/-

N.B.—During this period the number of institutions remained almost constant, i.e., 535, as we were informed.

The economic returns in detail of Bihar Basic institutions during the year 1954-55 are also given below :—

Economic Returns of Bihar Basic Institutions, 1954-55

	<i>Basic Schools</i>	<i>Basic Training Schools</i>
Roll No.	70,520	634
Average Daily attendance :	63,865	574
Average Roll Number	...	1,097
Grade-wise Roll Number :		
I :	18,460	...
II :	11,580	...
III :	8,711	...
IV :	8,846	...
V :	7,722	...
VI :	6,994	...
VII :	5,499	...
VIII :	2,705	...
First Year :	...	791
Second Year :	...	403
Six months :	...	377
Total :	70,517	2,237
Number of Teachers		
(1) Trained	3,491	136
(2) Untrained	92	...

Expenditure

Teachers' salaries & D.A. :	32,65,769	9	0	6,53,396	2	0
Contingencies :	52,238	4	0	3,61,320	9	0
Rents, rates & taxes :	3,272	10	0	13,894	2	0
Salaries of menials :	6,694	0	0	37,323	1	0
Travelling Allowances :	25,047	11	0	14,485	0	9
Recurring cost—Raw materials, tools and craft contingencies :	84,909	11	3	35,354	7	0

Contingencies, non-contract

On House building :	5,60,291	11	0	11,15,774	0	0
Land :	20,791	5	0	...		
Equipments & appliances :	79,537	3	0	4,12,665	6	6
Working capitals:				...		
Irrigation facilities	1,280	9	0	...		

Quantity of goods produced during the Year	<i>Basic Schools</i>			<i>Basic Training Schools</i>		
Mds.	11,940	13	10½	1,638	39	1
Srs. Chh.		
Yardage	9,971			10,690		
Size	9"			24"		
Inches size	919			4,181		
Money value of the produced goods during the year :	1,96,164	5	6	55,631	5	0
Money value of produced goods of the previous stock :	1,69,250	8	6	22,472	0	0
Money value of the quantity sold during the year -	1,53,891	5	6	53,676	2	0
Money value of the unsold quantity in stock at the end of the year :	2,11,523	8	0	24,426	12	0
Money value of raw materials supplied afresh during the year :	92,227	11	3	15,326	8	6
Money value of raw materials available during the year :	69,278	8	9	35,350	3	0
Total value of the raw materials during the year :	1,61,506	4	0	50,677	0	6
Total value of the raw materials used during the year :	72,579	13	3	32,890	10	0
Value of the raw materials held in stock at the end of the year :	88,926	6	9	17,786	0	6
Total income during the year :	1,97,705	11	6	55,164	5	0
Total earning during the year :	1,25,125	14	3	22,272	11	3
Total Treasury Deposit :	1,65,334	7	0	51,161	7	0
Other Savings effected during the community life :	2,89,337	6	6	82,588	2	9
Percentage of money value of goods produced to expenditure :	4.9%			5%		
Percentage of money value of quantity sold	4.9%			4.8%		
Net cost	32,39,755	13	9	10,60,610	0	6
Cost per capita	43	11	9	442	1	0

(1) The following picture of self-sufficiency is from more or best selected schools, half a dozen of which are mentioned below :

No.	Name of School	Year	Percentage self-sufficiency.
1.	Mathia Senior Basic School, Champaran	1948-49	40.03
2.	Lohi-area Senior Basic School, Champaran	1949-50	28.00
3.	(a) Nai Talim Vidyalaya, Majhauria	1950-51	41.09
	(b) Nai Talim Vidyalaya, Majhauria	1952-53	53.00
4.	Brindavan Basic School	1951-52	37.00
5.	Bibpur Basic School (Bhagalpur)	1953-54	20.00
6.	Dhongra Basic School (Gaya)	1954-55	50.00

(2) The particulars in regard to productivity in the Hansa Senior Basic School, Dharbanga district is as follows : During the year 1953-54 the newer concept of using the products of the school for supplying food and dress to the school children was introduced and hence production appears to have increased. It is interesting to note that even while children produced more for themselves under the new arrangements, at the same time they did not reduce the quota of their contribution to the Treasury.

Year	Total income	Percentage of self-support on the total current expenditure on the school
1950-51	1,443	17
1951-52	1,100	12
1952-53	1,153	13
1953-54	3,174	27
1954-55	3,204	25

Madras State

N.B.—It should be remembered that what is called self-sufficiency in Madras State is in relation to the targets of production set for each grade in the Basic school as indicated earlier.

Basic Institutions which have passed the standards set by the Department.	Year	No. of pupils	Percentage of self-sufficiency as per Departmental standards.	Value of net earnings. (Rs.)
1. Kasturba Gandhi Kanya Gurukulam Senior Basic School, Vedaranyam, Tanjore District :	1955	251	109	2,617
2. Gandhiniketan Senior Basic School, T. Kallupati, Madurai, Distt.	1955	338	102	1,828

3. Kallupatti Basic (Grades), Mallipudur Compact Area, Ramanathapuram Distt. :	1955	177	102	880
Government Basic Training School, Maipady, South Kanara District :	1954-55	115	117	3,412
-do-	1955-56	88	118	2,164
5. Government Basic Training School, T. Kallupatti, Madurai, District :	1954-55	98	114	3,466

The over-all figures for Madras State are not available accurately but the following figures from one of the compact areas, Mallipudur, in the Ramanathapuram District are interesting :—

In the Mallipudur compact-area, all the children above Grade IV attain enough skill to produce saleable goods. The average per capita production is Rs. 3/- per annum. The cost of raw materials is Rs. 1-8-0 and the net profit is Rs. 1-8-0 for a year. This can be doubled in the near future. Garden produce is used by children in most cases.

The Mallipudur Compact Area consists of 30 Basic schools of which only one is a full-fledged school and the others are developing schools. The value of craft implements supplied was Rs. 12,345-10-3, the value of raw material supplied during one year was Rs. 5,945-6-4, the value of craft produce received was Rs. 11,069-9-2 and the net income Rs. 5,124-2-10.

Sevagram

It is well known that it is the Hindu Tani Talimi Sangh, Sevagram, which has pioneered earnestly in the field of Basic education. The Talimi Sangh has endeavoured faithfully to realise the objective of self-sufficiency in terms of meeting recurring expenditure from productive work in Basic schools. From published reports we find that the Basic School, Sevagram attained about 77% of self-sufficiency in regard to recurring expenditure in 1952-53. Reports containing facts and figures in this connection published by the Talimi Sangh deserve to be carefully studied.

General Remarks

One of the difficulties which those engaged in the work of Basic education had to face for quite a long time was the lack of clear and concrete guidance by the Central Advisory Board of Education concerning the economics of productive work in Basic schools. It was only in 1952 that the Board passed a resolution which stressed the importance of productive work in Basic education. This resolution was as follows :—

“A system of education cannot be considered as Basic education in the real sense, unless it provides an integrated course including both Junior and Senior stages and places adequate emphasis on craft work in both its educational and productive aspects”.

It struck us as we visited some of the States that this resolution of the Central Advisory Board had not yet sufficiently influenced the development of Basic education and that many people were still thinking in terms of the earlier attitude taken in this regard by the Board. We wish to emphasise, therefore, at this juncture that it has become necessary that the elucidation of what is Basic education contained in the recent statement of the Standing Committee is formally given the approval of the Central Advisory Board of Education as early as possible. We consider it equally necessary that the Central Ministry of Education should also make it clear to all those concerned that productive work is an integral part of Basic education and that the sanctioning of any financial assistance will depend on the unreserved acceptance of such a criterion.

As we went round the States, we became aware of two divergent points of view which are pulling at each other to the detriment of the development of Basic education as a whole. One of these holds rigidly to the view that income from productive work in Basic schools can and should make a worthwhile contribution towards running costs, particularly the salary of teachers. The other view is that whatever work children do in Basic schools assumes importance only as the medium of learning and not as a means of any sort of economic gain. It is high time that the gulf between these two views was bridged by the Central Ministry of Education in terms of the statement on Basic education issued by the Standing Committee.

Before concluding this chapter, we are obliged to say that the facts and figures made available by the different States were generally incoherent and in some cases palpably wrong. The fact appears to be that the States themselves are not in possession of accurate figures or data except in one or two cases. Even replies given to specific questions in the Questionnaire are confused and sometimes even misleading. We were, therefore, compelled to assess the situation as best as we could under such unfavourable circumstances. The over-all picture of productivity is depressing. But we have indicated more than once that nothing else could have been expected because very few of the conditions necessary to make productivity efficient and fruitful have been made available in the majority of Basic schools. The whole situation has to be radically corrected before productivity as an economic factor can become significant in the development of Basic education. There were, however, here and there in the States we visited individual Basic schools and Basic Training schools working efficiently and making clear beyond doubt the possibilities of productivity in Basic education. Some of the best Basic schools and Training schools are non-Governmental and run under the auspices of Institutions of Gandhian Constructive Work. It is in these institutions that productivity is organised with conviction and earnestness. The things to do without delay are :—

- (1) to put productive work without any ambiguity or reservation at the core of Basic education,
- (2) to make available in good time raw materials and craft equipment and other facilities,
- (3) to ensure that good productive work becomes the medium of effective learning and, therefore, to check, measure and properly evaluate productivity in relation to specific norms and targets,

- (4) to encourage that what is produced should at least in part be consumed by the producers, students, trainees and teachers, and
- (5) to organise speedy marketing of surplus by the Government through various departments and agencies.

If these things are attended to carefully and without delay, the results of productivity may outstrip present expectations and become an important factor in the whole programme. Let there be no mistake about it, that there can be no real Basic education without productive work at the core of it.

(iv) Comparison of Attainments in Basic and non-Basic Schools

We have had some opportunities to study this matter and to discuss it with various people in the different States we have visited. It would be wrong for us however to convey the idea that we could study this subject in any detailed or conclusive manner during our short visits to these States. We have become keenly aware nevertheless of the incongruity of certain methods by which assessment of comparative attainments in Basic and non-Basic schools had been made in one or two places. This incongruity has made us look into this subject with some care. We think it is our duty to explain what has struck us as incongruous in this regard without any reservation.

It is not easy to assess the relative attainments of Basic and non-Basic school children by the same method of assessment. The method of assessment itself has to be suited to Basic education, to its inherent objectives and methodology. In other words, evaluation should broadly aim at measuring the degree to which a particular type of education achieves the objectives which it sets before itself. The evaluating instrument should validate itself against the objectives. It must be capable of measuring the objectives on their own ground. Hence, the evaluating instrument must be determined by the objectives set up.

It is necessary to stress that fundamentally the objectives of Basic education and the existing type of Elementary education differ in certain vital aspects. Basic education is deeply concerned with the development of the whole individual in his or her various socially significant aspects, whereas ordinary Elementary education is primarily concerned with the teaching of different subjects in an academic manner. Basic education is concerned not only with the individual but equally with the inter-actions between the individual and his environment in all relevant dimensions resulting in the development of character and capacity to meet various life situations effectively, whereas the existing Elementary education is more concerned with academic attainments.

Evaluation to be complete should be concerned also with the process of education and not merely with the result of education. In Basic education the process of learning is as important as the result of learning. That is where Basic education vitally differs from the existing type of Elementary education. The latter aims mostly at academic knowledge, particularly in the three R's and that largely through memorising and the medium of prescribed textbooks with a set syllabus. The process in Basic education is through the direct experiences of the pupils and by

raising and integrating their experiences to higher levels by a correlated technique of learning. The technique of correlated tests is at the centre of Basic education. Therefore, there takes place a deal of coordination and integration of experiences, life situations and learning inside Basic education. Basic education confronts children with innumerable life situations and enables them to utilise their knowledge, abilities and skills in an integrated manner to deal with those situations in such ways as to find appropriate solutions and also increase their store of knowledge. It is thus a living process. It is also a many-sided process and through it children in Basic schools develop into better and more effective individuals ready to play their part willingly in their own life environment. That is why any assessment of their attainments should not be isolated as intellectual tests exclusively. The intellect is only a part of personality and assessment must record the character, the skills, the intelligence and the capacity of the pupils which unite themselves in him to produce the integrated personality. Any lopsided development of the intellect is not the aim of Basic education. This does not mean that intellectual attainment may be neglected. It only means that even the intellectual tests of Basic school children should be in the direction of how far the intellect has digested and absorbed a place of knowledge to make it fruitfully serve the vital needs of the growing and expanding life of the children. We can make our meaning clear by one or two illustrations.

Let us take the subject of nutrition. A child's knowledge of nutrition can be tested in different ways. The boy or girl may be asked to explain what is nutrition and what are the principles and rules of nutrition. The boy or girl may give back in answer a lot of information and knowledge it has memorised from the textbook or from dictated notes. But if you ask the same boy or girl how a balanced diet should be compounded in practice out of vegetables, greens, pulses, grains, etc., available in the environment, the response will be very unsatisfactory. Therefore, one method of test may bring forth very satisfactory written or oral answers and another method of test would show up complete failure. It is possible that a well-taught boy or girl in an ordinary school may give the first kind of answer satisfactorily and yet fail, if the second test is offered. It is equally possible that a boy or a girl in a Basic school may not fare as satisfactorily in the case of the first test and may at the same time fare satisfactorily in the second test. The ultimate test, however, is that the pupil who has learnt nutrition should have his food according to what he has learnt. This may not be an illustration on all fours, but it will indicate what we consider is the incongruity of applying tests of knowledge and learning to Basic school children which may not in reality help in recording their actual attainments. Another illustration concerns family budgetting or kitchen budgetting. Ordinary school children may be good in classroom arithmetic and may prove failures if you ask them to draw up their family budget or the budget of their school kitchen. They will not know where to get the relevant data and how a little budget should be balanced. It is quite possible that Basic school children may not be up to the same mark in class room tests of arithmetic but they may know how to make such a budget. This is why we think that any method of assessment of Basic school children should be in consonance with the intrinsic values of Basic education.

We came across more than one attempt at assessment of the relative attainments of Basic and non-Basic school children which did not fit in with our view stated above. We were, therefore, not at all surprised at the results. We think that such methods of assessment are not only unfair to Basic school children, but that they are of doubtful value educationally. We consider that it is high time that methods of assessment were clearly worked out. This will not be easy. Some of the best Basic educationists should sit with some other specialists in education who may not be connected with Basic education work and these must jointly and after a careful study of all relevant points lay down certain elastic methods of assessment. The Central Ministry of Education should set up such a Joint Board or Committee to go into the whole question thoroughly and scientifically and then lay down the methods of assessment. After the method of assessment is generally laid down, then a few zonal committees of educationists from the Basic and non-Basic sectors may carefully apply the new methods of assessment to a sufficiently large number of Basic and non-Basic schools of more or less the same levels and then only will we be anywhere near obtaining a correct comparison of attainments of Basic and non-Basic school children.

But there is one surprising unanimity in whatever assessments have been made anywhere. There is unanimous testimony that Basic school children are more alert, more full of question and more eager to know, more resourceful, more responsible and more concerned with their surroundings. They also exhibit more powers of expression and more of the qualities of an integrated developing personality. Intellectually also they show more keenness to analyse, understand and piece together whatever knowledge is gained. All these are undoubtedly educational gains. But as we have stated, the whole of Basic education is yet only in the making and much more effort and care will have to go into the work before Basic schools can give us the real picture of their possibilities. Any assessment at present will be an assessment of what is still immature in most cases. It is only in a few places in one or two States that any such assessment, however appropriate, can give a fairly correct estimate.

We must leave this matter at that. We reiterate our suggestion that the Central Ministry of Education should appoint a Board or Committee to lay down correct methods of assessment and also set up a few zonal committees to apply such methods of assessment as may be laid down and then produce the results. This is long range work which it was not possible for us to undertake.

(V) Dovetailing of Basic Education with Higher Education

This is a big issue wherever Basic education has been started. The uncertainties as to what will happen to children who pass out of Senior Basic schools and who wish to go up for Higher education, are very real and give cause for profound anxiety in the minds of parents.

But before we deal with this matter, we should mention another matter which is preliminary to this and which itself gives us much concern. In some States Basic education is practically confined to the first five years; they are called Junior Basic schools and since there are only very

few Senior Basic schools, the net result is cally confined to the Junior Basic schools. we came up against the amazing spectacle of elementary schools in which the first five grades have to wonder if it is worthwhile giving much consideration of dovetailing Senior Basic school education with Higher education in the country, in view of the truncation of Basic education above. We would like to know if there is any doubt Basic education is continuous education for eight years If there are doubts about it, they should be discussed at level and they should be cleared beyond any doubt. We have in our own minds that Basic education should be a continuous for seven or eight years. We would ourselves certainly prefer eight years. We, therefore, think that putting a stop to any truncation of Basic education should be a necessary first step in any programme of dovetailing Basic education with Higher education ; so long as such truncation goes on and there are not enough Senior Basic schools in any State, to discuss further developments in that State would be meaningless.

Some attempts at dovetailing are even now going on in some of the States. The general practice now in such States is that pupils who pass out of Senior Basic schools are admitted in the fourth form of High schools as in Madras or in the first year of Senior High schools as in other places. But nowhere is the picture clear enough and we think that much more thought will have to be given to this matter at the highest level. The issue itself has to be made clear. Basic education has now been accepted by all those concerned as the pattern of Elementary education. If this means anything, it is that within some years all Elementary schools in the country will have become Basic schools. Many millions of children will be educated in these Basic schools and a large number of them, particularly in the coming years, will go up for Higher education of some kind or other. One natural and inevitable development will be Post-Basic education. Boys and girls passing out of Senior Basic schools may go into Post-Basic schools in which the continuity of process involving principles and methods will be maintained and will fulfil itself at a higher level. But even in quarters which have accepted Basic education, the idea of post-Basic schools does not appear to be very popular. In no single State we visited did we come across unambiguous or systematic plan for the development of Post-Basic schools. In two or three States, a few Post-Basic schools have been permitted to be opened, but even in such States the idea that Basic Education should generally lead to Post-Basic schools is as yet unaccepted. The question of Post-Basic schools, therefore, largely hangs in the air yet. We would, therefore, strongly suggest that the whole question of Post-Basic schools should be fully discussed and there should be some clear declaration of policy in regard to the same. We are aware that a small Sub-Committee of the Basic Education Standing Committee has been set up for this purpose more or less. We do not know if the Sub-Committee has produced a report yet. This is a very important matter.

Our own point of view may, however, be stated at this juncture. We are certain that Basic schools should be followed up by a large number of Post-Basic schools in the different States. The Mudaliar Committee Report on Secondary education has recommended the establishment of a

Purpose High schools. There may even be other schools. Post-Basic schools should be given a large number of these other institutions to play their part in carrying special types one step further along the same lines. We would suggest, that there should be a declaration of policy at the level of the Central Government and at the level of the State Governments that Post-Basic Schools will definitely form part of the picture of Higher education. They will definitely absorb one good portion of boys and girls who pass out of Senior Basic Schools. This, of course, presupposes that Post-Basic schools will be given the same status and importance as the Multi-Purpose High schools or other special High schools. If Post-Basic schools are treated in any way as less than the other types of Secondary schools, we shall only create fresh problems and difficulties for which there will hardly be any solution.

The next question is what is to happen to boys and girls passing out of Senior Basic schools who wish to join Secondary schools other than Post-Basic schools. We have no doubt in our minds that it should be made permissible for them to continue their studies in other Secondary schools, whether they are Multi-Purpose High schools or other special High schools. The principle to be accepted should be to give such students credit for the successful years of study in Basic schools and there should be no bar against such students being admitted in all types of institutions of Secondary education along with other students who have finished an equal number of successful years of study in non-Basic schools. The provision for such admission should be automatic and not loaded with any reservation whatsoever. If this is done, there will be a line clear from Senior Basic schools to various types of Secondary schools giving Higher education in different subjects and techniques.

But the matter does not end here. The further question arises what is to happen to boys and girls who pass out of Post-Basic schools. They should be permitted to join in appropriate courses of studies in the universities. If this is not done, the trouble of uncertainties will come rebounding back into the Post-Basic schools and from there even to the Basic schools. Governments concerned as also the universities may take all the care necessary to make Post-Basic education good enough in standards to make this process of dovetailing smooth and easy. But once that is done, there should be no further room for any doubts and hesitations as to how far boys and girls passing out of Senior Basic schools may climb in Higher education. They should be allowed the unrestricted right of climbing as high as they can.

It is necessary to consider in this connection the place and scope of rural universities. There is hardly as yet any such rural university in India. One or two are in the course of making and we wish them Godspeed. They might well light the lamp which will guide others making the same effort. The Government of India have also in the meantime a particularly good programme of Rural Higher education and they are helping set up in a few select places what are called Institutes of Rural Higher education which are intended to pave the way for rural universities. Pupils passing out of Post-Basic Schools may fit in very well in these institutes and in the rural universities. But there should be no bar at all against their admission in the other universities as

explained already. We wish to conclude our observations on this subject by repeating that the whole of this subject is a very important one in the development of Basic education and there should be decisions in regard to it at the highest level which should then govern the whole process of this development without any ambiguity. It is undoubtedly for the Central Ministry of Education to take all the necessary steps in this connection. We have stated our own point of view without reservation. We shall only be happy if our suggestions are made the subject of careful scrutiny by those competent to do so, so that whatever decisions are finally made will have taken into consideration all relevant points of view and thus become generally acceptable to educational authorities at the Centre and in the States. Without willing acceptance and understanding cooperation the whole programme of dovetailing Basic education with Higher education may be held up at innumerable small points and even side-tracked. That is why we plead for the widest and most careful discussion, before final decisions are taken. The universities will, of course, have a big say in the matter and those promoting Basic education should be able to carry conviction to the universities that a proper dovetailing has become inevitable. We are afraid universities will generally be conservative in regard to this matter and there will be the need to bring all the pressure of persuasion before the right decisions are taken. Here again, the Central Ministry of Education will have a very vital role to play.

(vi) Linking Basic Institutions with Various Agencies Engaged in Community and Rural Development Work

This is an epoch of intensive and extensive community and rural development work in India. There are several non-official and official agencies of an all-India character doing such work. It would greatly help Basic institutions, if their work and the work of at least some of these agencies are brought closer together.

Let us take, for instance, the All-India Khadi and Village Industries Board which has the full backing and support of the Central and State Governments. This Board organises Khadi production and also the training of Khadi workers. But, in our opinion, there is no more extensive and at the same time intensive course of training in Khadi than is going on in hundreds of Basic Teachers' Training schools all over India. In the Madras State alone there are over 80 Basic Teacher Training schools with about 6,000 teachers under training. They are under training for two years. The main craft in which they are trained is the ginning-carding-spinning-weaving craft. They not only learn the craft thoroughly, but also learn the why and the how of every process involved. In Bombay State there is even a larger number of teachers under training learning the same craft in the same way. In most of the States we visited we came across the same phenomenon in smaller or larger measure. But invariably in most places, there is no link between the All-India Khadi and Village Industries Board and these Basic institutions. This is an astonishing example of lack of cooperation. Besides the spinning-weaving craft, there are several other subsidiary crafts spread in different Basic schools and Basic Teachers' Training schools. These may be called cottage industries or small-scale industries or village industries. These include such items as paper-making, bee-keeping, *ghani*, pottery, toy-making, food-processing, poultry, coir-making, etc. etc. Here again, therefore, is a

wonderful field for co-operation between Basic institutions and such agencies as the All-India Handicrafts Board, the Small Scale Industries Board and the All-India Khadi and Village Industries Board. There is then the extensive programmes of the Community Projects and the National Extension Service Blocks in which Basic education gets priority in educational work and cottage and village industries are now greatly emphasised. We have also to mention the All-India Social Welfare Board. Among the conspicuous non-official agencies are the Gandhi Smarak Nidhi, the Sarva Seva Sangh, the Kasturba Trust, the Bharat Sevak Samaj, etc. etc. All these official and non-official organisations are literally training thousands of men and women every year and most of this training is for various items of village reconstruction.

We have a feeling that there is a great deal of overlapping, duplication and even unconscious competition sometimes going on among these various agencies generally directed to the same over-all purpose. It has to be remembered that at the village level there is hardly a more permanent and vital influence than that of the village teacher. Since every village teacher is now to become a Basic teacher, the role of such a person in every village will, by no means, be insignificant. If Basic school teachers, therefore, and all other constructive workers under the various agencies at the village level can be drawn closer together, then both Basic education and village reconstruction will gain added strength. We, therefore, consider it very necessary that some effective method should be found to bring about close liaison between all Basic education work and other village reconstruction work. Such liaison should be effected at the all-India level, at the State level and even at the district level. If this is done, many things which appear difficult and are delayed today can be done more quickly and efficiently. It will then be possible, for instance, for the Khadi and Village Industries Board to be persuaded to undertake the prompt and quick supply and delivery of raw materials and craft equipment to Basic schools and Basic Training schools and all craft work in such institutions may be helped to become more efficient by a sufficient number of experts under the Board taking responsibility for the same. In the marketing of products in Basic institutions also, some of the all-India agencies should be able to lend a helping hand.

What particular form such liaison should take cannot be decided off-hand by us in this Report. It has to be carefully thought out and planned. It would be good to have a small conference of one or two representatives from all these organisations and from Education Departments of the various States to sit together and confer on this subject. Such a conference may be called by the Central Ministry of Education. This will be followed by a conference at State level.

CHAPTER IV

CONCLUSION

In writing this conclusion to what we have called our Continuation Report, we are acutely conscious that we have not been able to do justice to a great subject. Most of us in the Assessment Committee are full-time workers in our own institutions in different parts of India. It was with difficulty, we snatched more than three months to tour eleven States and to gather and study facts within the time at our disposal. It was also not possible to get all the facts, figures, conditions and circumstances concerning Basic education from all the States. The Report has been written by us in the midst of the pressure of much other work. We must also say that conditions were not ripe in many States for us to be able to make a real or full assessment. Except in three or four States, Basic Education is only getting on its way and it will take some more time before there are facts and figures warranting a full and clear assessment. We would, therefore, plead that the whole of our Report should be treated only as an introduction to a fuller, more detailed and scientific assessment which may be undertaken after some time.

We wish to repeat our sense of thankfulness to every one of those who received us in the various States we visited and gave us every opportunity to look at and study what we wanted. Everyone was very kind and very helpful, from Chief Ministers and Education Ministers down to the Local or Deputy Inspectors. They helped us to get a good glimpse of what was going on in the field of Basic education and also to obtain some vision of the *Visua-Rupa* of what might yet be in the Educational Revolution which has been started in our country. We certainly saw the many limitations and mistakes in Basic education as it is developing at present. But we were even more convinced of its far-reaching possibilities.

We had ventured to say in the Interim Report that a few generations of boys and girls coming out of Basic schools can transform India as nothing else can. This is no exaggeration. Basic education is learning through doing. Doing means more and more productive work as boys and girls advance in Basic education and learning through such doing becomes more and more real and life-making education at the same time. Productive work itself becomes a mighty thing when millions of young hands join in it. But when such productive work becomes the major vehicle of learning by millions of boys and girls, it becomes even more significant and challenging. In Basic education boys and girls will not only work, but they will learn to love work since they will be learning through work. When a few generations of children pass through such a process of productive work, of love of work and, therefore, the joy of work and learning much of what they should know through such work, then what might happen may well be incalculable in terms of the nation's growth in every direction.

During the last several decades, millions of our children have become debilitated in mind and body through a system of Elementary education based on memorising and verbalising. Whatever may be the present limitations and mistakes in Basic education as it is developing in the country, it clearly points the way to the education of our children in resourcefulness, responsibility, capacity to do hard and sustained work, and above all, in that mental alertness which is the key to increasing understanding and progress. Whether the boys and girls of India will have to fit into a highly industrialised society or into a peaceful, prosperous and happy rural society which would maintain something of the simplicity and dignity of the old traditional life of India, is a matter for conjecture. But whichever way it is, boys and girls who have passed through Basic schools will fit in better than the pitiful and debilitated book worms of today.

In the coming years, we look forward to Basic education becoming more and more real in India. There is a growing awareness in the whole country that this must happen. But the way ahead is long and full of hard work for every body. We shall need much clear thinking, hard and sustained work, efficient organisation and administration and above all convinced devotion, if Basic education is to become fully fruitful. It is for these things we pray as we write these final words of our Report.

CHAPTER V

SUMMARY OF RECOMMENDATIONS

Note

It is with some reluctance that we have prepared this chapter, a Summary of Recommendations. Most of our recommendations have accrued from our analysis of the present situation and equally from our appreciation of what lies ahead. If the recommendations are taken out of their context in the body of the Report and studied as separate and unrelated items, there is the possibility of much of our thoughts on the whole subject being left out. We think that the detailed considerations which have led up to each one of the recommendations is as important and would, therefore, plead that while this chapter may be used for reference, Educational authorities at least should study them in the context of the whole of our understanding of Basic education as set forth in the Report.

Our recommendations are brought together under 7 headings as follows :—

1. The Government of India.
2. The Governments of the States.
3. The Universities.
4. The Administration.
5. Basic Teachers' Training.
6. Basic Schools.
7. The Public.

1. The Government of India

1. The Government of India should take appropriate steps to make it clear to all those concerned that the elucidation of Basic education given by the Basic Education Standing Committee of the Central Advisory Board of Education has their concurrence. As a first step, the Central Advisory Board of Education itself should give its early approval formally after which the Union Ministry of Education may adopt it. In this connection, we have specially in mind the place assigned to productive work in Basic education.

2. In view of the national significance and urgency of the situation, it has become necessary for the Union Ministry of Education to convene a Conference of Education Ministers as also of the Education Secretaries of the various States to make clear the Standing Committee's concept of Basic education so that the development of Basic education in the

may take place on generally approved lines and to be in specific time limits suited to the conditions in the

above Conference may well be followed by a declaration of the Central and State Governments reiterating the place of education in educational reconstruction under the Second Five-

in the wake of the above Conference, it will be necessary to have an Education Seminar to be attended by the Directors of Public Instruction from all the States, so that the Heads of Education Departments of the States may be enabled to make their full contribution to the development of Basic education. The officers in over-all charge of Basic education in the Education Departments, whom we have suggested might be appointed Joint or Additional Directors of Public Instruction, should be invited to the Seminar. The minimum duration of the Seminar should be three weeks. The Seminar, to be really effective, should be held in places where Basic education has already become a reality.

5. All-India and regional Conferences of the Basic education workers should be arranged periodically in order that the workers in the field can meet together, discuss difficulties, problems and experience and evolve, as far as possible, common solutions.

6. The Union Ministry of Education should undertake to educate public opinion in regard to the issues concerning Basic education, through all methods of publicity open to the Government, utilising films, the radio, the press, publications, exhibitions, etc. for the purpose. What is now being done is totally inadequate.

7. A Central Research Institute of Basic Education should be established under proper direction to initiate schemes of research, with scholarships available for research workers. Unless this Research Institute functions at the highest and broadest level, Education Departments in the States and others working for Basic education will not look up to it for guidance.

8. A small Special Committee of educational experts in close touch with the numerous problems of Basic education should be set up to lay down the criteria to evaluate the achievements and progress of pupils in Basic institutions and then to carry out assessments from time to time in terms of the criteria so formulated. This should be a high-level and permanent body.

9. A Committee of Specialists in the field should be set up to collect, edit and publish the large mass of manuscript literature even now available with innumerable Basic Training schools and Basic schools for the benefit of teachers and pupils. The publications will have to be in the main languages of India. Handbooks for educational administrators and others are urgently called for, as also reading books for children and Guide and Reference Books for teachers and trainees. An authentic all-India Magazine in the form of a Quarterly may be published to guide all those engaged in the development of Basic education. If such a Quarterly is issued by the Union Ministry of Education, its value would be greatly enhanced.

10. A special brochure on the subject of the progressive conversion of all Elementary schools into Basic schools should be issued without delay by the Union Ministry of Education. This publication should show clearly how vital aspects and characteristics of Basic education can be introduced simultaneously in all Elementary schools in quick stages even during the period of waiting for fully trained Basic teachers to come in with the correlated technique of teaching. The Ministry should also actually help the State Governments to implement this programme of preliminary conversion.

11. The various official and non-official agencies engaged in village reconstruction have to be brought together, so that these and the Education Departments can cooperate in the development of Basic education. We have in mind the Community Projects Administration, The all-India Khadi and Village Industries Board, The Sarva Seva Sangh, The Hindustani Talimi Sangh, The Kasturba Gandhi National Memorial Trust, The Social Welfare Board, Rural Welfare Departments in different States, etc. Basic Education and Village Reconstruction are often one and the same to a considerable extent in our country.

12. The whole question of Basic schools and Training schools being allowed to be conducted in simpler and cheaper buildings suited to the village environment must be taken up seriously and a Committee of Engineers and Administrators of Basic education should be set up immediately to draw up plans and estimates in this connection.

13. The establishment of full-fledged Post-Graduate Basic Training Colleges can no longer be delayed. The Union Government in consultation with State Governments should formulate their proposals and initiate negotiations with the universities to obtain their cooperation in this matter. The Inter-University Board and the University Grants Commission may be approached to secure their help.

14. The Union Government in consultation with State Governments should ensure that Post-Basic education gets due recognition and place in the present schemes for the reorganisation of Secondary education and that an adequate number of Post-Basic schools will be provided for in the Second Five-Year Plan alongside of Multi-Purpose High schools. Just as the Union Government has adopted a positive attitude towards Basic education, it has become necessary equally to adopt a similar attitude towards Post-Basic education. Otherwise, educational reconstruction along lines of Basic education will stand cut off in the middle.

15. The Union Government should insist that any financial aid given by it directly or indirectly to improve or spread Elementary education is strictly earmarked by the States for Basic education, i.e., Basic schools and Basic Training schools.

16. When, after a few years, there is a greater development of Basic education, an Assessment Committee may be appointed to assess, scientifically and in a detailed manner, Basic education in the country.

II. The Governments of the States

17. State Governments should no longer delay to make a clear and unambiguous declaration of policy that all Elementary schools will be converted into Basic schools and that all teacher training at this level will become Basic teacher training within reasonable time limits.

18. State Governments should take immediate steps to establish Statutory Basic Education Boards with adequate powers to guide Education Departments and to secure public cooperation. Such Boards should consist of officials and non-officials as in Bihar and Assam.

19. The compact area method of developing Basic education should yield place to the whole of Elementary education becoming Basic by the introduction simultaneously and in quick stages of important aspects of Basic education in all Elementary schools, as clearly pointed out in the body of the Report.

20. To make the above programme a success, Educational Officers at all levels should be given short and effective courses of training in Seminars of Basic education arranged by the State Governments.

21. Even more important is the need for the appointment of a Joint or Additional Director of Public Instruction in each State, to take full responsibility for converting all Elementary schools into Basic schools within a stipulated period. This will necessitate that such an officer should have all the necessary powers to do his job as explained in the Report.

22. Basic Education Conferences should be arranged periodically on intra-District, District and Regional levels.

23. State Governments should also take a clear stand on the economics of productivity in Basic institutions, and therefore take effective steps for the supply of raw materials, equipment, for repairs and for marketing of surplus produce.

24. A working formula for apportioning a part of the net income for direct benefit to school children and the other part for remittance to the Treasury should be prepared and put into effect.

25. Preparation of literature, assessment and research should be arranged at the State level, in addition to the work done at the level of the Government of India.

26. The establishment of full-fledged Post-Graduate Basic Teachers' Training Colleges should also be taken up at the State level along the same lines as indicated for the Central Government.

27. State Governments also should make up their minds to give Post-Basic schools a full chance in their schemes for the reorganisation of Secondary education.

28. Steps should be taken to effect economy in Basic education by laying down appropriate rules that cost of craft equipment is met by the pupils themselves. Those who can afford to pay the full cost should do so at the outset. Poorer children may pay in easy instalments. Craft

equipment must essentially belong to the children. Whatever is produced should, as far as possible, be consumed by the teachers and pupils at reasonable rates and only the surplus need be taken over by the State for marketing.

29. Land gifts for Basic schools and Basic Training schools should be organised with the full moral support of the State Government.

30. States should arrange for the retraining of ordinary graduate trained teachers. The period of such training should not be less than five months.

31. State should take sufficient care that truncated Basic schools are not allowed to upset the development of Basic education. The integrated course of 8 years should be continually kept in view and what are called Junior Basic schools should be allowed only as feeder schools to Senior Basic schools.

32. States should guarantee that all teachers' training at the Matriculate level becomes Basic within a strict time limit. No new teachers' training at this level, other than Basic, should be allowed from now on.

33. States should plan to provide every Senior Basic school of 8 grades with a graduate or equally qualified Basic-trained Headmaster.

III. The Universities

34. At a time when the Central and State Governments intend to go ahead with Basic education, it would not do for our Universities to stand aloof. So far the Universities have not taken kindly to Basic education. But at the four important points of Assessment, teachers' training, dovetailing of Basic education with Higher education and Research, the Universities can make a valuable contribution. Central and State Governments must, therefore, take up the matter with the Universities to help at these points and particularly in regard to the establishment and recognition of Post-Graduate Basic Teachers' Training Colleges.

35. It will presently become necessary for Universities to recognise Post-Basic education for purposes of admitting pupils passing out of Post-Basic Schools into Colleges.

36. Provision will have to be made for the affiliation of Post-Graduate Basic Training Colleges to Universities.

IV. Administration

37. Departmental Officers, realising the value and inevitability of Basic education, should give earnest, detailed and devoted attention to improving Basic schools and Basic Training schools. All the material conditions which alone can make Basic schools and Basic Training schools efficient and fruitful should be furnished in time and without reservation.

38. Inspecting Staff at different levels connected with Basic education should be fully trained in Basic education. As Basic education will remain for many years a revolutionary change in educational

concepts and practices, the Inspecting Officers should cease to be fault-finders and become instead guides, collaborators and inspirers to the teachers in Basic schools.

39. Decentralisation of administration within the Education Departments is the *sine qua non* for the development of Basic education. It is the key to efficiency and quick attention to innumerable details at this level. It is also the best way to secure local cooperation.

40. Examinations in Basic Training schools and Basic schools should be mainly a continuous assessment of work and progress of pupils and this should be considered more important than written examinations. But to secure sufficiently high institutional standards there will be need to set up appropriate Assessment Boards.

41. It will be necessary to relax rules and regulations governing construction of school buildings to permit Basic schools to be conducted in cheaper buildings which will fit in with the village environment. Grant-in-aid rules will, therefore, need to be modified. At the same time, plans should be drawn up for the progressive improvement of school accommodation, consistent with finances available. The introduction of Basic education should, however, not be made to wait for improved buildings.

42. Whereas in Travancore-Cochin and some other places, the shift system is firmly established and where it may be proved to be necessary in other places, Basic education and shift system may be reconciled temporarily. In such cases, the shift should be confined only to the earlier grades and subject to the strict condition that proper assignments of work would be given to children in the out-of-school hours and that the assignments will be completed and brought to the school systematically for review and correlation.

43. After careful study of productivity in Basic schools and Basic Training schools in various States, each State Department of Education should lay down fairly elastic targets of production for such Basic institutions. Once such targets are laid down, no efforts should be spared to achieve them. Productive work should in no case become the excuse for lowering standards of learning. On the other hand, learning should become more real and richer through productive work.

44. English should be offered as an Optional Subject from the 6th grade onwards, wherever knowledge of English is considered necessary for entrance into High schools and other similar institutions. Where Hindi is not the regional language, it should be compulsory in the Senior Basic grades. But where Hindi is the regional language, another suitable Indian language should be made compulsory from the 6th year onwards.

45. It is of the utmost importance to guarantee proper dovetailing of Basic education with Secondary education in such a manner that equal years of study in different types of institutions will be considered as of equal value for purposes of admission into institutions of Higher education.

V. Basic Teachers' Training

46. Though we have stated that the training of teachers for Basic education is, on the whole, conducted fairly well, we think it urgently

necessary to make Teachers' Training more efficient and real. Improvement is called for in craft training in handling the technique of correlated teaching and in a new and dynamic approach to the study of psychology. Truncation of craft has played havoc with craft training and this must not be tolerated. Any craft for Basic education must be a whole craft and not split into pieces, nor learned in isolated parts. The technique of correlated teaching has largely remained incomplete, because correlation has been mostly with productive work and very little with the natural and social environments. We have dealt with this matter in detail in the Report. The new approach to the study of psychology will consist in giving every pupil-teacher the intellectual certainty that education through productive activities in life situations furnishes the best way of learning. Since any weakening of productivity in training will further weaken productivity in Basic schools, adequate stress must always be given to mastering the various processes of whatever productive work is chosen in Basic Teachers' Training. Even if Basic Teachers' Training is for a period of two years, which in our opinion, is certainly the correct period, pupil teachers should not be given more than one major craft and one or two allied or subsidiary crafts. That there should not be more than one major craft and one or two subsidiary crafts for each of the pupil-teachers has to be even more emphasised when the training period is only for one year, as in some States. Requiring every pupil-teacher to learn too many crafts is a complete mistake and must be strictly avoided.

47. Every obstacle in the way of appointing traditional craftsmen with highly developed skills as Craft Instructors in Basic Training schools, even if they have no academic qualification, should be removed without delay or hesitation. Every time such a craftsman is appointed, a trained Basic teacher should be closely associated with him in the teaching of the craft.

48. Whatever crafts are selected for Basic Teachers' Training should be such as the teachers can later introduce them into the Basic schools as the medium of learning. If this is fully understood, there will be less loose talk of every kind of craft being introduced into Basic Training schools.

49. Basic Training schools in close touch with Basic schools and with practice teaching for pupil-teachers in some of them, can become excellent laboratories of research in Basic education. Therefore, one member at least of the teaching staff of such a Training school should be made familiar with the techniques of educational research and entrusted with research work in Basic education in the area.

50. Many Basic Teachers' Training schools have already a growing mass of literature on various aspects of Basic education. The continued and improved production of such literature should be encouraged. The literature thus produced should be studied and sifted and made available to the State Level Committees preparing Basic education literature,

51. The Staff of Basic Training schools and the pupil-teachers under training should prepare manuscripts of reading books for Basic school children and these manuscripts should also go to the above State level Committees.

52. Every Basic Training school should plan and execute appropriate extension programmes to bring the staff and the trainees into close touch with the surrounding community. An important item of such extension work should be the education of the local public concerning Basic education. Such extension work will also give training to pupil-teachers in the technique of organising local cooperation.

53. Basic Training schools should be residential for the purpose, among other things, of giving day-to-day training in actual living and practising of the principles of a cooperative democratic community work and learning together and producing much of what is necessary for daily life.

54. Sanitation, common kitchen and cultural and recreational activities based on community self-government will be the vital centres of such cooperative community and, therefore, of Basic education.

55. Retraining of teachers already in service should be for a minimum period of five months and attached to Basic Teachers' Training schools.

56. The essential principles indicated in the Report must operate in Basic Teachers' Training schools.

57. Every Basic Training school should take direct responsibility for the 'in-service' training of all teachers in Basic schools in and around the locality in which the Training school is located, and such 'in-service' training should be carried out in collaboration with the local Basic Trained Inspecting Officer.

VI. Basic Schools

58. The grave error of either putting fully trained Basic teachers in Basic schools, lacking adequate facilities of raw materials, equipment, land, etc. and the equal error of sending untrained or inadequately trained teachers into Basic schools with all the necessary facilities, should both be strictly avoided, for both will be bad economy and waste from every point of view. So long as these two errors continue, there will be no efficient or vigorous development of Basic education.

59. No school may be considered a Basic school or assessed as such, unless the following requisites at least are fulfilled :—

- (i) It provides for an integrated course of 8 years of Basic education and where there are only what are called the Junior 5 grades, such a school should necessarily be the feeder for a Senior Basic school.
- (ii) Adequate quantities of needed raw materials are supplied in time.
- (iii) Adequate craft equipment and repair material is provided.
- (iv) There is minimum land available, according to local conditions with water facilities and in no case less than three acres for a Senior Basic school of 8 grades.

- (v) The majority of teachers at least are Basic trained, with the untrained teachers getting training under them all the time, and even this only till all teachers are trained or retrained.
- (vi) There is community living and work based on democratic student self-government under the guidance of teachers.
- (vii) Craft work is systematic and not truncated, ensuring minimum targets of production which may be settled in this regard by the Education Departments.
- (viii) There is the correlated method of teaching, with correlation not restricted to productive work only, but also extending to the natural environment and the social environment.
- (ix) There is commensurate extension work linking the school with the community and *vice versa*.
- (x) Congregational prayers are organised.
- (xi) A library with suitable books is available.
- (xii) Cultural and recreational activities are organised.

60. Examinations in Basic schools will be wholly internal and based on assessment of continuous progress of students and cumulative records.

61. Emphasis should be laid more on character and personality development and on the cultivation of healthy attitudes and habits than on mere academic attainments. But this should never mean neglect of academic attainments.

62. As in the case of Basic Training schools, we must emphasise the value of traditional craftsmen, possessing high skills, being associated with teaching in suitable manner in Basic schools and ultimately qualifying as Basic school teachers.

63. The method of assessment of Basic schools should be clearly laid down as per our detailed suggestions in the Report, before assessment is attempted. We stress that the method of assessment should be appropriate to the objectives and processes inherent in Basic education.

64. Basic education should apply equally to urban and rural areas. During the interim period a common syllabus should be introduced in Basic schools and in other Elementary schools.

VII. The Public

65. The public naturally constitute a very vital factor in the situation in a democratic State. The Central and State Governments must, therefore, consider ways and means of convincing the public about Basic education and securing their cooperation for its rapid development. Our suggestions to the Central and State Governments in this regard may be adopted in this connection. Ultimately, however, it will be the efficient and successful working of Basic schools themselves which will bring public support and cooperation. The peaceful and constructive

evolution of a Socialistic pattern of society depends so largely on the development of Basic education, that the education of the public in regard to all the relevant issues in and for Basic education should be undertaken in all seriousness without delay.

(Sd.) G. Ramachandran—(Convener)

(Sd.) R.S. Upadhyaya—(Member)

(Sd.) Saeed Ansari (Dr.) ,,

(Sd.) M.D. Paul (Dr.) ,,

APPENDIX I

Some Minimum Provisions to Help Set Up Basic Training Institutions

The minimum qualification for admission is Post-Basic or Matriculation. The training is for a period of 2 academic years, the number of working days ranging from 220 days (minimum) to 250 days per year.

Strength : 3 or 4 sections in a Training school with a maximum strength of 4 students in a section. One of the sections may be a retraining section.

Staff : (for a 3-section Training school)

• Three trained graduates with special training in Basic education ; one specialised in Science, the other in Social Studies and the third in Language. One of the three is the Principal. One Weaving teacher, preferably a professional Weaver. One Agricultural teacher, i.e., a graduate in Agriculture or a Science graduate, specially trained in Agriculture and a Professional Gardener. Another graduate trained teacher for the additional section, i.e. 4th section.

One of the members of the staff should be specially trained in dietetics and cooking.

A part-time Music teacher.

A part-time Art teacher.

A part-time Physical Education teacher.

One Clerk, one Peon, one Agricultural Assistant (last grade staff) and one Watchman.

Agricultural Craft : 1) Minimum 7 acres of suitable land with the necessary irrigation facilities. The land should be fenced.

(2) A pucca well with Persian wheel or suitable method of mechanical lift or lift pump. In hot and dry areas, cement or similar drains may be provided.

(3) Ploughs—2 ; Spades—20 ; Hoes—40 ; Sickles—40 ; Buckets—10 ; Pruning scissors—2 ; Pick-axes—5 ; a Push-cart and at least one pair of bullocks.

Cloth Craft : The necessary equipment and accommodation other facilities. Every trainee should weave 80 square yards of from self-spun yarn in two years. Each trainee should possess 3 t 1 charkha, 1 hand-carding bow and 1 slivering set. Handloom rate of 1 per 10 to 12 trainees.

Other items : A Library and Reading Room, educational equipment, facilities for cultural and recreational activities—these should be provided.

Practising school : A full-fledged 8-graded Basic school with necessary staff. Equipment and other facilities must be provided close at hand to serve as the main Practising School.

In every Basic Training school there should be residential facilities for all students and staff.

N.B. Suitable facilities and equipment, etc. will be needed in the case of other crafts.

APPENDIX II

A Suggestion for Decentralised Administration and Control of Basic Schools and for Giving Scope for Local Initiative and Cooperation.

One of the members of the Committee, Shri Ram Saran Upadhyay, has suggested the following as an effective means of developing Basic education from the bottom, that is, from the level of the village itself. Although we did not visit any Basic institution working on these lines, yet we recommend that wherever necessary conditions are forthcoming, this may be tried.

Basic education has so far been tried to be put into practice through a system of administration, financing and control which has not given enough scope for local initiative. The Basic school today is so organised and administered that it has to look up to the higher unit in the bureaucratic set-up to meet its needs.

Considering the two-fold objectives of Basic education, viz., the development of a harmonious individual and the evolution of a *Sarvodaya* community, it is suggested that if Basic education is to succeed fully, the organisation and working of Basic schools should be entrusted to the village community itself.

The responsibility of the Government will, in this case, rest in offering expert advice and guidance, supervision and appropriate financial help by way of special grants or subsidies in order to encourage and appreciate the self-effort of villagers.

It is clear that originally Gandhiji thought of self-sufficiency in terms of the income, derived from productive work done by pupils in Basic schools, meeting the recurring expenditure which was mainly the salaries of teachers working in these schools. Later on in 1947, Gandhiji himself considered that such a conception of self-sufficiency was a somewhat narrow one in Basic education. He then explained that society or the State should provide to the school, land, buildings, craft and other equipments and appliances and also expert guidance and supervision, etc. and that the teachers and the pupils working and learning together will constitute a cooperative democratic family, producing and using for themselves what they needed for food, clothing and other essential requirements of life. In such a set-up the teachers will not think of maintaining themselves through the efforts of the pupils but would themselves take pride in producing as much as possible and setting an example for their pupils.

For putting into practice this broader concept of self-sufficiency, the organisation and running of Basic schools from the village level itself is considered essential. Each village or group of villages should plan for the education of its children on self-sufficient and self-supporting lines. The population of the village, its school-age population, the crafts prevalent in the village etc. will all be taken into account. It will also be

ascertained as to how many children of school-going age have to contribute more or less to the maintenance of their family economy and what time they can afford for school work. The number of professional craftsmen and farmers who are willing to help in the school work, and adults either wholly or partly retired from active life, who consent to give their services to the school to the extent possible, should be ascertained. After considering all the above aspects, the village will organise its school, properly utilising all these resources for the maximum benefit of all concerned.

An adequate number of teachers who are capable of co-ordinating the activities of the village people in educating their children and in organising the school as a democratic, cooperative, self-supporting institution should then be appointed. The community should then set apart suitable buildings for the school and the staff, adequate agricultural land with all facilities, cattle etc. etc. As already mentioned, wherever needed, the State will pay for these.

With these facilities, the teachers, the full-time and part-time pupils and those who help in the work of the school, along with the co-operation of the whole village, will form a co-operative community and produce the essential requirements of life in food, clothing, shelter, etc. and also learn through such a variety of productive activities. Wherever possible, the pupils themselves may reside with the teachers in the school premises and those boys and girls who have to help their parents may remain only part-time in the school. Thus organised, the school will be self-supporting to the extent of providing a noon-meal for all full-time and part-time pupils, dress for them and food and clothing for the teachers.

However, just at present, when teachers will have to be drawn from among persons who have not had previous upbringing on the lines of co-operative self-effort, a sufficient number may not be forthcoming to offer themselves to work on these conditions. The following factors among others, may weigh with them and prevent them from accepting such responsibility :—

- (i) being entirely at the mercy of the village people for maintenance ;
- (ii) being unable to maintain themselves in case of ill-health ;
- (iii) having nothing to fall back upon at the time of old age ;
- (iv) need for making necessary provision for the family in case of premature death.

It would, therefore, be necessary for the Government to remove these misgivings to enable teachers to come forward and take such responsible work. Although regular salaries as such will not be paid to these teachers from State funds, the State should undertake to give these teachers the benefit of life insurance, contribution to Provident Fund and also ensure them leave with pay and pension. Also, these teachers should be given protection under the Fundamental and other Rules of the Government, with a right of appeal against the adverse decisions of village school council. It may be necessary to have a separate cadre consisting of these teachers and ensure them reasonable service conditions.

Thus provided, it will be possible to secure the services of teachers for such community schools. The wives of the teachers, if any, whether trained or untrained can also serve as teachers and attend to such activities as cooking, serving food, cleaning the premises, etc. They can also help in establishing liaison with the village women and be the agents of extension work among them.

Such a scheme of providing Basic schools will result in a lot of saving for the Government from the recurring expenditure on teachers' salaries and will help to spread education in places where it is needed. The attainment of self-sufficiency in such a cooperative community will have an important effect upon the lives of the pupils and of the people as a whole, and far-reaching results are sure to follow. Moreover, the possibility of all the children of school-going age receiving schooling for about eight years would also have been brought within the range of practicability.

If the Government will announce the scheme, ensuring appropriate financial and other support along above lines for the villagers and for the teachers working in such schools, the response from village people and teachers will be encouraging. As there are several teachers throughout India, inspired by high ideals and with a sense of patriotism and duty, a beginning may be made as early as possible. Following the example of a few such pioneering institutions, others are sure to follow in an increasing number.

APPENDIX III

Productivity in Hansa Basic School

(Hansa, Distt. Dharbhanga, Bihar State.)

The Hansa School aims at the following targets of production :

Grade I	Provision of one school meal per day and one set of school uniform per year.	1/8th	through children's own work ; the rest to be contributed by Home, Society and State.
Grade II	-do-	2/8th	-do-
Grade III	-do-	3/8th	-do-
Grade IV	-do-	4/8th	-do-
Grade V	-do-	5/8th	-do-
Grade VI	-do-	6/8th	-do-
Grade VII	-do-	7/8th	-do-
Grade VIII	-do-	The whole to be met through children's work.	

N. B. : The above brief note furnished by Sri R. S. Upadhyaya indicates the proposed productivity chart for the Hansa Basic School. It was stated that two years of work showed that it will be possible to achieve these targets progressively.

APPENDIX IV

List of Places and Institutions Visited by the Assessment Committee on Basic Education

Andhra State :

1. Seva Samiti Junior Basic School, Tadipalligudem.
2. Government Teacher's Training Institute, Pentapadu.
3. Sarvodaya Junior Basic School, Tirvur
4. E.M.S. Junior Basic School, Tirvur.
5. Krishna District Board Junior Basic School, Tirvur.
6. Sarvodaya Senior Basic School, Tirvur.
7. Sarvodaya Junior Basic School, Tirvur.
8. Sarvodaya Teachers' Training School for Women, Tirvur.

Assam State

1. Kophara Junior Basic School.
2. Anijmikirgaon Junior Basic School.
3. Chaparmukh Junior Basic School.
4. Pukhuripar Junior Basic School.
5. Basic Teachers' Training Institution, Raha.
6. Titabar Town Junior Basic School.
7. Chupaha Junior Basic School.
8. Mejinga Junior Basic School.
9. Basic Teachers' Training Institution Titabar and its attached practising Basic schools.
10. Sunderland Memorial Basic School, Shillong.
11. Mawlai Junior Basic School, Shillong.
12. Sanmer Basic School, Shillong.
13. Lady Reid Basic Teachers' Training Centre, Malki, Shillong.

Bihar State

1. Rohatgi Kundan Kanya Basic School, Patna.
2. Patna Govt. Senior Basic Teachers' Training School and its attached practising school.
3. Naubatpur Sarvodaya High School (Post-Basic School).
4. Senior Basic Teachers' Training Institution, Bikram and its attached practising school, pre-Basic School etc.
5. Anandpur Senior Basic School.

6. R.S. Upadhyaya Sarvodaya High School, Paithana.
7. Govt. Post-Graduate Basic Training College, Turki.
8. Sarvodaya High School (Post-Basic School), Turki.
9. Senior Basic School, Turki,
10. Jagannath Dokra Senior Basic School, Vaishali.
11. Bhagwanpur Ratti Senior Basic School.
12. Kanhauli Nai Talim Vidyalaya (Associated with Bihar Khadi Samiti).
13. Susa Senior Basic School.
14. Pusa Senior Basic Teachers' Training Institution.
15. Dighra Senior Basic School.
16. Kasturba Trust Social Workers' Training Institution, Waini.
17. Senior Basic School, Hansa.
18. Latipur Primary School.
19. Nagarpara Senior Basic Teachers' Training Institution, Senior Basic School and other institutions.
20. Senior Basic School, Jairampur.
21. Senior Basic School, Bihpur:
22. Sarvodaya High School, Bihpur.

Bombay State

1. Basic School at Madhi.
2. R. V. Girls Basic School, Madhi.
3. Kamal Chod Central School.
4. Graduate's Basic Training Centre, Dhulia.
5. Basic Training College (Government), Dhulia,
6. King Edward VII Technical School.
7. Municipal School No. 1.
8. Practising Basic School attached to the Basic Training College.
9. Boys' School, Paral.
10. Girls' Primary School, Paral.
11. Underkhede Basic School.
12. Naridigar Craft School.
13. Basic Primary Training College, Jalgaon.
14. Basic Training College, Jalgaon.
15. Girls' Basic Training College, Jalgaon.
16. Basic Training Centre, Loni.
17. Hingne Stree-Shikshan Sanstha, Poona.
18. Police H.Q. Basic School.
19. Basic School, Garag.
20. Basic School, Amin Bhavi.
21. Basic School for Girls, Amin Bhavi.

22. Basic School, Haro Beedi.
23. G.B.T.C., Dharwar.
24. Men's Training College, Dharwar.
25. Women's Training College, Dharwar.

Delhi State

1. Govt. Senior Basic School, Okhla.
2. Govt. Junior Basic School, Sarai Juliana.
3. Govt. Junior Basic School, Lajpatnagar.
4. Govt. Junior Basic School, Humayunpur.
5. Govt. Senior Basic School, Naharpur.
6. Teachers' Training Institute, Jamia Millia.
7. Govt. Teacher's Training Institute for Women, Darya Ganj.
8. Junior Basic School in the Central Institute of Education, Delhi.

Madhya Pradesh

1. Hindustani Talimi Sangh, Sevagram.

Madras State

1. Gandhi Sewa Sadan Basic Training School and Senior Basic School, Palghat.
2. St. Aebastin Basic High School.
3. Govt. Basic Teachers' Training School, Palghat.
4. Pre-Basic Teachers' Training School, Kasturba Gram.
5. Teachers' Training Centre and other institutions at the Ramakrishna Mission Vidyalaya at Perianaickenpalayam.
6. The District Board Basic School, Idigarai.
7. Different institution including the Senior Basic School and Post-Basic School at Gandhigram.
8. Gandhi Niketan, Kallupatti.
9. Govt. Basic Training School, Kallupatti.
10. Kasturba Gandhi Kanya Gurukulam.
11. Senior Basic School at Vedaranyam.
12. Govt. Basic Training School at Vedaranyam.
13. Senior Basic School, Karuppenpulam.
14. Govt. Basic Training School for Women, West Tanjore.
15. Marathu Senior Basic School, West Tanjore.

Mysore State

1. Bettahalsur Senior Basic School.
2. Vidyanagar Teachers Training Institution and Practising School.
3. Channpatna Basic School.
4. Shantigram Basic School, Hassan.

5. Kalal Basic School, Mysore.
6. Bandanval Basic School, Mysore.
7. Nanjangud Vidyapeeth Adult Education Centre, Mysore.

Orissa State

1. Teachers' Training School, Angul.
2. Post-Graduate Basic Teachers' Training College, Angul.
3. Jarasingha Basic School, Angul.
4. Angul Town Basic School.
5. Angul High School.

Travancore-Cochin State

1. Basic Teachers' Training School, Theroor.
2. Basic School, Theroor.
3. Basic Training School, Chergannur.
4. Navamkerala Basic School.
5. Basic Teachers Training Institution, Cherpu.
6. Mayanoor Basic School, Trichur.

Uttar Pradesh

1. Govt. Constructive Training College, Lucknow.
2. Govt. Basic Training College, Lucknow.
3. Govt. Junior Basic Training College and Middle School, Lucknow.
4. Basic Primary School, Arjunganj.
5. Basic Primary School, Amaithi.
6. Basic Primary School, Gusainganj.
7. Junior High School, Gusainganj.
8. Chinhat Junior High School and Basic Primary School.
9. Kotwasarak Junior High School and Basic Primary School.
10. Samurrganj Basic Primary School and Junior High School.
11. Purisbahlal Basic Primary School.
12. Purabazar Basic Primary School and Junior High School.
13. Jarhi Junior High School and Basic Primary School.
14. Darohannagar Junior High School and Basic Primary School.
15. Bikapur Basic Primary School.
16. Khujrahat Basic Primary School and Junior High School.
17. Kurebhar Basic Primary School and Junior High School.
18. Amhat Basic Primary School and Junior High School.
19. Mau Aima Janata College, attached Junior High School and Basic Primary School.
20. Harison Ganj Basic Primary School.
21. Malki Basic Primary School.

22. Malak Harhar Basic Primary School.
23. Hathgarh Basic Primary School.

West Bengal State

1. Sural Junior Basic School, Shanti Niketan.
2. Shiksha Satra Senior Basic School, Shani Niketan.
3. Shiksha-Charcha Basic Training School, Shantiniketan.
4. Benoy Bhaban Teachers' Training College, Shanti Niketan.
5. Shiksha Niketan, Govt. Basic Teachers' Training Institution.
6. Kalanabagram Junior Basic School.
7. Shiksha Niketan, Senior Basic-cum-Junior Technical School.
8. Belut, Junior Basic School.
9. Palla Road Junior Basic School.
10. Govt. Post-graduate Basic Teachers' Training College, Banipur.
11. Govt. Under-graduate Basic Teachers' Training College, Banipur.
12. Senior and Junior Basic Schools attached to the above colleges.
13. Pre-Basic Schools attached to the Training Institution, Banipur.
14. Rama Krishna Mission Teachers' Training School for Women at Sarisha.
15. Junior Basic School attached to Rama Krishna Mission Teachers' Training School for Women at Sarisha.
16. Training Centre for Adults, Sarisha.

APPENDIX V

List of Persons Met by the Assessment Committee on Basic Education

Andhra State

1. Shri R.M. Murty Raju, M.L.A.
2. Dr. D.S. Reddi, D.P.I., Andhra.
3. Shri Pichuramaya, Personal Assistant to the Director of Public Instruction.

Assam State

1. Shri O.K. Das, Education Minister, Assam.
2. Rajkumar, S. Gohain. Basic Education Officer, Assam.
3. Shri D. Goswami, Retired D.P.I.
4. Miss A.P. Das, Social Worker.
5. Dr. S.K. Bhuiyan.
6. Shri H. Bhuyan, President, Shankar Mission, Nowgong.
7. Dr. A. Bhagawati Baraka, Inspector of Schools, Central Assam Circle.
8. Shri W. Rahman, Dy. Inspector of Schools, Nowgong.
9. Shri Giri Kanta Baraha, Chairman, School Board, Nowgong.
10. Shri Gopal Ch. Sarmah Barooah, Inspector of Schools, Upper Assam Circle.
11. Shri Chakreswar Saikia, Headmaster, Late Mihiram Saikia High School, Titabar.
12. Shri Jaygaram Gohaiee Superintendent of Normal School, Jorhat.
13. Shri Jayram Das Daulatram, Governor of Assam.
14. Shri Vishnu Ram Mendhi, Chief Minister.
15. Dr. H.C. Bhuyan, D.P.I.
16. Mrs. B. Lais, Inspectress of Schools, Assam.
17. Shri A. Alley, M.L.A.
18. Shri Mohan Singh. M.L.A.

Bihar State

1. Acharya Badri Nath Verma, Education Minister, Bihar.
2. Dr. Basudeo Narain, Vice Chancellor, Patna University.
3. Shri K.P. Sinha, Director of Public Instruction, Bihar.
4. Shri Dwarka Singh, Deputy Director of Education, Bihar.
5. Shri R.R. Diwakar, Governor, Bihar

6. Shri S. J. Mazumdar, Education Secretary, Bihar.
7. Shri D.N. Sinha, Inspector of Schools, Muzaffarpur.

Bombay State

1. Smt. Indumati Chiman Lal, Deputy Minister.
2. Dr. B.B. Samant, Under Secretary.
3. Drs. D.V. Chickarmane, Deputy Director, Basic Education.
4. Shri Vedekar, I.C.S., Secretary, Education Department.
5. Shri Morarji Desai, Chief Minister.
6. Shri Jugat Ram Dave.
7. Shri U.N. Vasavada, District Inspector of Schools, Surat.
8. Shri M.M. Shukla, Principal, G.B.T.C., Rajpipla.
9. Shri K.N. Adhvaryn, A.D.I., Surat.
10. Shri L.H. Patel, Chairman, Distt. School Board.
11. Shri M.P. Patel, M.L.A.
12. Shri R.G. Vyas, Social Worker.
13. Shri B.R. Patel.
14. Smt. Annapurna Ben.
15. Shri P.S. Mulgaonkar, Educational Inspector, West Khandesh.
16. Shri H.M. Shirudkar, Asstt. Deputy Educational Inspector.
17. Shri B.P. Save, Educational Inspector, East Khandesh.
18. Shri Kakashahib Rane, M.P.
19. Shri D. Patil, President, Women's Tr. College, Jalgaon.
20. Shri S.S. Bhandarkar, D.P.I., Bombay.
21. Shri R.N. Trivedi, Deputy Director, Bombay.
22. Shri J.A. Vakil. -do-
23. Shri V.K. Choudhury. -do-
24. Shri B.M. Meemamsi. -do-
25. Shri V.H. Bhanant. -do-
26. Shri S.S. Raichur. -do-
27. Shri H.B. Shaik, Principal, Basic Training Centre, Loni.
28. Dr. Zakir Hussain,
29. Shri K.R. Palekar.
30. Shri B.M. Bartake, A.D.E.I., Poona District.
31. Dr. D.R. Karve.
32. Dr. S.S. Patke, Principal, Secondary School.
33. Shri H.M. Kale, Administrative Officer, D.S.B., Dharwar.
34. Shri H.A. Shiggaon, Divisional Craft Organiser.
35. Shri V.J. David, Dy. Edn. Inspector, Dharwar.
36. Shri K.B. Tergaonkar, Educational Inspector, Dharwar.
37. Shri S.P. Patil, Principal, T.C.M.

New Delhi

1. Dr. Zakir Husain, Vice-Chancellor, Aligarh University.
2. Shri K. G. Saiyidain, Educational Adviser to the Ministry of Education.
3. Dr. P.D. Shukla, Deputy Educational Adviser, Ministry of Education.
4. Dr. K.L. Shrimali, Deputy Minister of Education.
5. Shri Shriman Narayan, General Secretary, All India Congress-Committee.

Delhi State

1. Dr. A.N. Banerji, Director of Education.
2. District Inspector of Schools for Basic Education, Delhi State.
3. Shri Gurmukh Nihal Singh, Chief Minister.
4. Shri M.L. Mohindra, Asstt. Secy. (Edn.), Delhi State Govt.
5. Shri B.S. Sehgal, Dist. Inspector of Schools.
6. Shri S.R. Thapar, Dist. Inspector of Schools.
7. Shri N. R. Gupta, Asstt. Director (Social Education).
8. Dr. E.A. Pires.
9. Mrs. K. Reddy, Asstt. Director of Education.
10. Shri G.L. Jain, Chief Education Officer, Delhi Municipal Committee.
11. Shri Ajit Singh, M.L.A.
12. Shri Chintamani, M.L.A.
13. Shri Hira Singh, Chairman, Distt. Board, Delhi.
14. Mrs. Raj Dulari, Asstt. Distt. Inspectress of Schools.
15. Dr. Jiwan Narain, Enforcement Assistant.

Madhya Pradesh (Sevagram)

1. Kakasaheb Kalelkar, President, Hindustani Talimi Sangh.
2. Shri E.W. Aryanayakam, Secretary, Hindustani Talimi Sangh.

Madras State

1. Shri S. Subramaniam, Education & Finance Minister, Madras.
2. Shri C. Rajagopalachari.
3. Dr. M.D. Paul, Deputy Director of Public Instruction.
4. Shri Raghav Menon, Ex-Minister.
5. Shri S. Rajam, Basic Education Officer, Coimbatore District.
6. Dr. Laurence, District Education Officer.
7. Shri R. Achutan.
8. Shri A.R. Menon, Chairman, Municipal Council.
9. Shri K. Kumaran, Social Worker, Perur.
10. Dr. Nanjappa, Ex-Chairman, Coimbatore Municipality.
11. Shri Thippaya, Vice-Chairman, District Board.

12. Shri K. Arunachalam, Principal, B.T. College, Ramakrishna-Vidyalaya, Perianaickenpalayam.
13. Shri S. Arunachalam, Vice-Chairman, District Board, Madurai.
14. Shri R.V. Rudrapaswamy, Basic Education Officer, Coimbatore.
15. Kumari M.S. Bhima, B.A.L.T., Headmistress, Govt. Basic Training School for Women, Paleiyampatti.
16. Shri S. Raman, Headmaster, Govt. Basic Training School, Malliputtur.
17. Shri C. Khankraj, Headmaster, Govt. Basic Training School, Mellur.
18. Shri E.S. Parmeshwaram, Headmaster, Govt. Basic Training School, Dindigul.
19. Shri Venkataswamy, Headmaster, Graduate Re-training Centre, Batlagundu (Madurai Dist.)
20. Conference of Basic School teachers in the compact area round about Gandhigram and the staff and trainees of the different institutions located in Gandhigram.
21. Shri Vedratnam Pillai.
22. Shri Venkatachala Thevar, Vice-President, West-Trichur District Board.
23. Smt. Saraswati Buraiswamy, District Education Officer, East-Trichur.
24. Shri K. Nadar, Chief Minister.
25. Shri N.D. Sundravadivelu, H.P.I., Madras.

Mysore State

1. Shri N.S. Hirannah, D.P.I., Mysore.
2. Deputy Director of Education, Mysore.
3. District Education Officers.
4. Shri Venkataswamy, Principal, Basic Teachers' Training Institution, Vidyanagar.
5. Shri B. M. Krishnan, B.A., Education Secretary, Govt. of Mysore.
6. Shri A.G. Ramchandra Rao, B.A., B.L., Minister for Education, Mysore State.
7. Shri D. Visweswaraiya, B.Sc., B.T.,
Special Development Officer, Education Department.
8. Shri K. Hanumanthiya, Chief Minister, Mysore.
9. Shri M.S. Rajagopala Rao, M.A. (Lond.),
Retd. Deputy Director of Public Instruction.
10. Shri N.S. Venkataram M.Sc., B.T.,
Special Officer for Educational Reforms in Mysore.
11. K. Sreenivasa Acharlu, M.A., B.T.
12. Shri Siddavranavalli Krishna Sarma.
13. Shri N.S. Linga Sastry, M.Sc., B.T.
14. Shri N.S. Siddalingiah, M.A., Ph.D.,
Principal, Teachers' College, Bangalore.
15. Members of the Mysore Adult Education Council.

16. Shri S. Channah, President, State Congress Committee.
17. Shri T.V. Thimma Gowda, Special Officer, In charge of Adult Education.
18. Dr. Kuppusamy.
19. Shri Deve Gowda.
20. Shri Puttaswami.
21. Shri Narayansami, Sarvodaya Samaj.
22. Shri Manjunath.
23. Shri Gafur.
24. Shri D. Nanjuediah.
25. Shri Thimma Gowda.
26. Shri Sreerangaraja.
27. Dr. Sivaramiah.
28. Shri Abdul Rahman, Ex-Vice President, Mysore.
29. „ Valiullah.
30. „ Sattar Sait.
31. „ Abdul Cahar.

Orissa State

1. Dr. B. Prasad, D. P. I.
2. Shri B. N. Rath, Principal, R. N. Training College, Cuttack.
3. „ G. Padhi, Organiser, Basic Education, Angul.
4. „ Shama Sunder Misra, Secretary, Servants of India Society, Cuttack.
5. Dr. Mayadhar Mansinha, Principal, G. M. College, Sambalpur.
6. Shri R. K. Bose, M. L. A, Cuttack.
7. „ S. B. Choudhury., Chief Social Education Organiser, Bhanjanagar.
8. „ Radhanath Rath, Education Minister.
9. „ R. Sarangi, Education Secretary.
10. „ H. Misra, Vice-President, Secondary Education Board.
11. „ S. P. Mahanti, Home Minister.
12. Smt. Malati Choudhry.
13. Shri Chittaranjan Das, Headmaster, Post-Basic School.
14. „ Natabara Debata, Leader of Mobile Teachers' Training Squad.
15. „ Biswanath Paikray, -do-
16. „ Chandrasekhar Nayak, -do-
17. „ M. C. Pradhan, Former D. P. I., Orissa.

Travancore-Cochin State

1. Shri P. Govinda Menon, Chief Minister.
2. „ V. Sundararaja Naidu, D. P. I.
3. „ M. K. Raman, Deputy Director.

4. Dr. B. K. Pillay, Special Officer for Second Five-Year Plan..
5. Shri Ponnunmuthu Nadar, Inspector of Basic Schools.
6. „ Cheryan, Divisional Education Officer.
7. „ A. Neelakanta Iyer, Dist. Educational Officer.
8. „ K. Gopalan Nair, Member, Elementary School Syllabus-
Revis on Committee.
9. „ O. Krishna Pillay, -do-
10. „ Seetharama Iyer. -do-
11. „ P. V. Nair, Director of Industries.
12. „ C. Thomas, Director of Agriculture
13. „ Daniel.
14. „ P. K. Abdulla, Director of Panchayats.
15. „ V. P. Narayanan Nair, Project Officer.
16. Rev. C. I. Abraham, C. M. S. Kottayam.
17. Shri Vesudevan Pillay, N. S. S. Schools.
18. Brig. Subhananda Raj, Salvation Army.
19. Major Joseph Daniel, Salvation Army.
20. Shri P. K. Krishna Sastry, Kerala Hindu Mission.
21. Dr. C. O. Karunakaran, Member, Education Board..
22. Shri Parameswaram Pillay, Mayor.
23. „ G. Chandrasekhara Pillay, Ex-Minister.
24. „ K. R. Elankatu, Ex-Minister.
25. „ K. Janardaran Pillay, Sanchalak, G. S. Nidhi.
26. „ M. Krishnan Nair, President, Kerala P. C. C.
27. „ A. P. Udayabhanu, -do-
28. Dr. B. Natarajan, Principal, Hindu College, Nagercoil,
29. Shri T. S. Ramaswami, M. L. A.
30. Dr. M. E. Naidoo.
31. Shri Ramaswami Iyer, District Educational Officer.
32. „ P. M. Mani, Retired Engineer,
33. „ Keralavarma Appan Thampuran, Divisional Education-
Officer, Ernakulam.
34. Shri John, District Educational Officer, Ernakulam.
35. „ E. Padmanabha Menon, Headmaster B. T. I.

Uttar Pradesh State

1. Shri Hargovind Singh, Education Minister, Uttar Pradesh.
2. „ C. N. Chak, Director of Education, Uttar Pradesh.
3. „ B. P. Bagchi, Education Secretary, Uttar Pradesh.
4. „ B. D. Bhatt, Deputy Secretary, Education, Uttar Pradesh..
5. Dr. A. K. Pachauri, Deputy Director of Education.
6. Shri D. D. Trivedi, Inspector of Schools.

7. „ K. N. Sukul, Director, Govt. Central Pedagogical Institute, Allahabad.
8. „ Manohar Saroop Saxena, O. S. D. Secondary, Education.
9. Dr. Sampurnanand, Chief Minister, U. P.
10. Shri Girishan Srivastava, P. A. to the Director of Education.
11. „ Ram Pal Trivedi, Teacher, Senior Basic School, Alambagh and President, District Teachers' Association.
12. „ Sham Manohar Misra, M. L. A.
13. „ M. Prashad, Assistant Superintendent, Municipal Board, Lucknow.
14. „ D. N. Chaturvedi, Director of Literary Education and Social Services.
15. „ Shri Raja Roy Singh, Additional Director of Education.
16. „ J. N. Bhatnagar, District Inspector of Schools, Barabanki.
17. „ S. N. Jha, District Inspector of Schools, Barabanki.
18. „ Principal and members of the staff, J. B. T. C., Fyzabad.
19. „ D. D. Trivedi, Lucknow.
20. „ Jay Narain Rai Bhatnagar, District Inspector of Schools, Barabanki.
21. „ S. N. Jha, District Inspector of Schools, Fyzabad.
22. „ Jai Narain Tandon, -do- Sultanpur.
23. „ G. M. Parkash, -do- Partapgarh.
24. „ R. Lahiri, -do- Allahabad.
25. „ Dr. A. R. Pachauri, Deputy Director of Education, Lucknow.
26. „ M. U. Ahmad, Deputy Director of Education, Allahabad.
27. „ B. D. Srivastava, Principal, Junior Basic Training College, Allahabad.
28. „ K. Rab, Principal, Janata College, Mau Aima.
29. „ P. N. Chaturvedi, Instructor, Community Centre, Allahabad.
30. „ J. N. Sharma, Deputy Director of Schools, Allahabad.

West Bengal State

1. Shri Samiran Chatterjee, Headmaster, Shiksha Shatra Senior Basic School, Sriniketan.
2. „ Santosh Bhanja, In charge of Craft Instruction, Sriniketan.
3. „ Vijay Bhattacharjee, Member, West Bengal State Advisory Board on Basic Education.
4. „ Tarak Chandra Dhar, In charge, Rural Reconstruction Work, Vishwa Bharti.
5. Smt. Gouri Bhanja Choudhury, Member, West Bengal State Advisory Board on Basic Education.
6. Dr. P. C. Bagchi, Vice-Chancellor, Vishwa Bharti.
7. Shri Satya Narain Banerjee, Member, West Bengal State Advisory Board on Basic Education.
8. „ N. Roy, Chief Inspector, Social Education.

9. ,, J. N. Das Gupta, Deputy Chief Inspector, Basic Education.
 10. ,, Anil Mohan Gupta.
 11. ,, D. N. Roy, Principal, Davin Hare Training College.
 12. ,, M. K. Sen Gupta, Special District Inspector of Schools.
 13. Dr. P. Roy, D. P. I., West Bengal.
 14. Prof. N. K. Siddhanta, Vice-Chancellor, Calcutta University.
 15. Prof. P. R. Sen, M. L. A., Member, State Advisory Board of Basic Education.
 16. Shrimati Renuka Roy, Minister of Refugee Rehabilitation, West Bengal.
 17. Shri Panna Lal Bose, Minister of Education, West Bengal.
 18. Dr. D. M. Sen, Education Secretary, West Bengal.
- Notes:—In addition to the above, the Committee also met and held discussions with the Principal (or Headmaster) and member of the staff of the institutions visited by it.

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 all concerned. In
 certainly one of the
 approach have not yet been realized by many teachers and educational administrators. The Committee has found, in the course of its survey and investigations, many hopeful features; it has also laid its finger on many weak spots and defects of understanding or organisation which must be set right. I trust that the suggestions made by the Committee will receive the careful consideration of educationists in general and the State Governments in particular. I would like to make it clear that it was not the object of this Committee—nor was it instructed—to sit in judgement, as it were, over the work of the Education Departments. It was rather a cooperative effort, on the part of the Education Departments as well as the educationist-members of the Committee, to survey the existing situation regarding Basic education in the various States and to think out ways and means of bringing about effective improvements. The actual suggestions made by the Committee have been considered by the Standing Committee of the Central Advisory Board of Education on Basic Education and this Committee has generally approved of them. But they have not been considered yet either by the Central Advisory Board or the Government of India and should, at this stage, be regarded as recommendations made by an expert committee which merit serious consideration.

K. G. Saiyidain

New Delhi,
 3rd August, 1956.

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ERRATA

1. At page 7, 7th line—For fullstop read comma.
2. At page 9, 15th line—After “all-India” insert comma.
3. At page 10, at the end of the 23rd line —Add “run” after “being”
4. At page 20, 19th line—After “States we visited” add “first”.
5. At page 23, 29th line—Delete “four” before “States”.
6. At page 23, 3rd line from the bottom —For “Basic School” read “Basic Schools”.
7. At page 24, 35th line—For “inrolled” read “enrolled”.
8. At page 28, 29th line—For “reasonable” read “reasons be”.
9. At page 29, 2nd line—For “close” read “chosen”.
10. At page 29, last but one line —For “administrating” read “administrative”.
11. At page 30, 5th line from the bottom —Delete “and the local training school”.
12. At page 32, 18th line—For “write” read “wait”.
13. At page 41, 17th line—For “contributor” read “contributes”.
14. At page 41, 19th line—For “training ‘n’” read “training in”.
15. At page 59, 1st line—Delete “to what we have called our continuation report”.

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CHAPTER I

Introductory Remarks.

This report is based on our visits to and studies in eleven States. The States we have visited appear to represent a fairly good cross-section of the picture of Basic education in the country and it is, therefore, reasonable to hope that it represents the general situation fairly adequately and it will help in understanding the all-India picture.

Travancore-Cochin presented the picture of all the problems and difficulties of a State just beginning the experiment of Basic education in a planned manner. Mysore began Basic education more than six years ago on a small scale and then made no progress all these years. Bombay State started off earlier in a much larger way but mainly devoted its attention to making many ordinary schools into craft schools as a half-way house to Basic education. It had, at the same time, started three small compact areas of Basic schools which have remained more or less static. Madras State began Basic education a little later and is now going ahead systematically and on an extensive scale. Other States in India are also in one or the other of the four stages of development seen in these States.

(ii) Places and Institutions Visited

We visited the States of Bombay, Mysore, Travancore-Cochin and Madras only during the first lap of our tour and submitted an interim report as desired by the Government of India. Thereafter, we visited the States of Delhi, West Bengal, Orissa and Andhra as also Sevagram in the second lap of our tour and a little later in our final round we went to Uttar Pradesh, Bihar and Assam. It will, thus, be seen that we were not able to visit the remaining States and this was due to lack of time, as more than one member of the Committee could no longer afford to give any more days to visits.

Our visits to the eleven States have given us a factual picture of what is being done in the field of Basic education in the country, which is good enough for us to prepare this Report.

In every State we visited we had, more or less, a five-pronged programme as follows :

1. Discussions with Chief Ministers, Education Ministers, Directors of Public Instruction and other officials of the Education Department ;
2. Discussions with leaders of public opinion ;
3. Visits to Basic Teacher Training institutions and detailed and separate discussions with the teaching staff and the trainees ;
4. Visits to Basic schools and talks with the children, the teachers and local public, also occasional visits to non-Basic schools nearby ;

5. Participation in Basic Teachers' meetings and even public meetings.

We have thus had a glimpse of how Basic education is developing or not developing in many places and we came across a multitude of problems, difficulties and issues connected with it. We tried to feel the pulse of the public, the teachers, educational authorities and even of school boys and girls.

We had also some opportunity of studying the whole question of Basic education at one more level, i.e. that of the Government of India, though this was only very partial. Even if Education is a subject in the hands of the Governments of the various States, the Central Government through the Ministry of Education can and does exercise considerable influence over policies and programmes of education in all the States. It would, therefore, be necessary at some time or other to study more fully the mind of the Ministry of Education at Delhi in regard to innumerable issues which are relevant in the development of Basic education on a nation-wide scale. Clear and unambiguous elucidation of what fundamental characteristics and principles constitute Basic education by the Central Education Ministry can profoundly influence the whole programme in the country. In fact, it was our experience in all the States we visited that the keen interest taken by New Delhi in regard to Basic education has stimulated interest in the subject everywhere. The States which have gone ahead with Basic education are trying to plan better and States which have lagged behind are, for the first time, taking up the question of spreading Basic education with more or less earnestness. It is our clear view that the Central Education Ministry can and must influence the States to do better and also help them do better. What is being done in this regard is certainly not enough, if the Basic education programme is to fulfil itself efficiently and without avoidable delays.

(iii) What We Tried to Assess and How

We tried to assess Basic education work at the following levels:

1. At the State Government and Ministerial level ;
2. At the Administrative level ;
3. At the Basic Teacher Training level ;
4. At the Basic School level ;
5. At the Public level.

At the State Government level, our object was to find out if there was a clear understanding of what Basic education is, whether there was a declaration of policy that Basic education will ultimately occupy the whole field of Elementary education, if there was a plan for the development of Basic education and if so, how the plan is or will be implemented and what are the difficulties, in the changeover and for a drive for Basic education at this top level.

At the administrative level, we tried to find out if the existing Education Departments were being geared to the task of spreading Basic education or not. We studied what administrative steps were being

taken, if any, to help in the change-over from the existing to the Basic pattern of Elementary education. Were the Departments of Education in the different States aware of the problems and alert enough to deal with them ?

Apart from the training of Basic teachers, were steps being taken to train the administrative and inspecting officers ? What were the arrangements made for the supply of raw materials, craft equipment and for inspection in the growing Basic education sector ? These were among the questions we concerned ourselves with at this level.

At the Basic Teacher Training level, besides several other important points, we were much concerned to know if craft study was efficient and if trainees got a good grounding in the technique of correlated teaching.

At the Basic school level, we looked to see if the Basic schools were able to fulfil even the minimum requirements of Basic education.

At the Public level, we tried to find out whether there was understanding of or enthusiasm for Basic education in the public mind, irrespective of political differences and whether any efforts were being made by any agency to educate public opinion in this matter.

CHAPTER II

The General Factual Picture

In this report, we do not propose to include the results of our detailed studies for each State separately. We would rather give the general factual picture, but take instances from one or the other of the States to illustrate any particular matter which needs to be stressed. The following items are important, though they are not given necessarily in the order of priority :—

- (i) Inadequacy of the compact area method : need to turn all schools towards Basic education.

It is now clear that the method followed till now for developing Basic education, i.e. by creating small compact areas of Basic schools in selected places, will no longer be adequate. Creation of compact areas might have been a good procedure before, but now the process has to be different. In Bombay State and in Mysore, the compact area method has tended merely to create small patches of Basic schools here and there, without these patches multiplying or spreading quickly or extensively enough. The creation of such patches has led to their remaining in that condition far too long without affecting the surrounding overwhelmingly vast area of Elementary education which is non-Basic. Also this has resulted in some special conditions being created which make Basic education look artificial.

It has been our experience that generally compact areas have continued all these years without real growth. The gulf between the compact areas of Basic schools and remaining vast non-Basic areas has come to be accepted as a matter of course by the Education Departments concerned. Instead of the compact areas affecting the remaining areas, in actual practice, the larger area of non-Basic schools has affected and weakened the morale of the Basic patches.

We saw the same picture as we went through such States as Andhra, Assam, West Bengal and even in Orissa and Bihar in which two latter States, Basic education has a good record, though only in limited areas.

The situation in regard to Basic education in these States also made it very clear to us over and over again that the compact area method of developing Basic education is no longer satisfactory by itself and that the great need now is to turn the whole of Elementary education towards Basic education.

In Andhra, for instance, the few Basic schools constitute little isolated patches and are surrounded by overwhelming areas of non-Basic schools and those in charge of Basic schools looked pitiable in the plight in which they were caught. In more than one State the educational authorities appeared to look upon Basic schools and Basic Training schools as kept in quarantine so that these should not affect the good health of the

bigger belts of non-Basic institutions. In one State, the Director of Public Instruction himself frankly admitted that he could hardly do any thing to improve the situation under existing conditions, remarkable for their lack of adequate equipment and raw materials and relevant arrangements.

It was in Andhra that we realised more than ever before that unless the Education Department is made to realise that Basic education is a major and urgent issue, the progress of Basic education would be so slow and inefficient as to defeat the whole programme. This was true of Assam also, though in a lesser degree. In Bihar and in Orissa where we saw good Basic education in restricted and unexpanding areas, we felt sad that what had already been proved to be good in experiment would not or could not spread more and more extensively without delay. Uttar Pradesh and, to some extent West Bengal, presented a peculiar problem. In Uttar Pradesh all Elementary schools* are called Basic schools and the declared policy is to place no emphasis on productive work. In West Bengal also 'Productivity' is rejected in favour of 'Creativity' leading to little production and equally little creation.

We are strongly of the view that there should be a clear and unambiguous declaration of policy concerning Basic education by the various State Governments. Such declaration of policy should include well-regulated plans for converting all Elementary schools into Basic schools within a stipulated period as well as for dovetailing Basic with Secondary and University stages of education. Departments of Education must then be instructed to carry out such plans. This would necessitate a two-fold line of development. The first would be the improvement of Basic Training schools and Basic schools wherever they already exist and steadily adding to their number from year to year. This would include turning out fully trained Basic teachers in increased numbers. The second would be the progressive conversion of all Elementary schools as a whole into Basic schools by introducing into them, by quick progressive stages, the various aspects of Basic education except the technique of correlated teaching which will have to wait for trained teachers. The introduction of several aspects of Basic education in all Elementary schools will not require any considerable additional expenditure. It will only mean the wholesale reorganisation of Elementary schools on the Basic pattern.

These proposals may be summed up by saying that the quarantines called 'Compact Areas' should no longer be the sole method of expansion of Basic education by adding one compact area to another slowly through the years. Instead, the whole of Elementary education should be plunged into a programme of conversion step by step and be completed within a stipulated period. We must replace the vertical process by the horizontal. Thus alone can we galvanise Education Departments and bring a sense of urgency into Educational reconstruction. Every Elementary school teacher, every Inspecting authority and coordinating official will thus get involved in the programme and the whole outlook and psychology within Education Departments will change in the right direction.

We give below our suggestions for initiating in all Elementary schools what we call the horizontal programme of conversion, calling for

* This will include the first eight years of schooling which in some States mean Primary and Middle.

no considerable additional expenditure, and easy to work while the fully trained Basic teachers are not available in sufficient numbers :—

- (i) Introduce activities like *Saphai*, kitchen-gardening, etc. in all schools, teaching children to participate in them intelligently and appreciatively.
- (ii) Introduce community self-government of children through their own 'Aam Sabhas' and their own elected Ministries to develop a sense of responsibility and leadership. The Ministries should be elected often enough in the year to give everybody a chance in small batches to undertake various activities and programme under their own management.
- (iii) Introduce cultural and recreational activities planned and executed by children under the guidance of teachers, in order to produce physical fitness and mental happiness and also to inculcate a growing sense of aesthetic values and social cohesion.
- (iv) Introduce simple useful crafts, the doing of which can be regulated to suit the capacity of the children from year to year and to stimulate the skills of their fingers and their interest in producing little things which will be of use to them. These may be local crafts or others which will cost almost nothing in the earliest years. Later such crafts should be productive in a more real sense.
- (v) Introduce the elements of Extension Work by bringing the children into slowly increasing and fuller touch with the community through useful activities and suitable programmes. This will aim at steadily enlarging the area of the child's human interests.

It will thus be seen that what still remains to make the programme fully Basic education is systematic and sustained productive work through suitable handicrafts and the technique of correlated teaching. Just as the first is already anticipated under items (i) and (iv) in the above programme, so also can the elements of correlated teaching come in, even before fully trained teachers take charge of the schools, by the existing teachers being guided to take, when and where possible, lessons in the why and how of whatever activities are carried on under the above programme. Such easy and occasional correlated teaching will fit in very well as the above programme develops. All these must be introduced step by step and from year to year in all Elementary schools. It should be possible to complete this programme in three to four years. Provision of equipment for full Basic education may be spread out over a period of five to seven years and the training of teachers should also largely be completed within the same period. When equipment is complete and trained teachers become available, the process of conversion should be completed.

(ii) Too Many Interpretations of Basic Education

We found, from our study in the States we visited, that Basic education is interpreted in various ways even by people in high authority. We fully agree that Basic education should not be considered as a narrow

or static system of education and that there should be scope for experiment and variety in it. Fanciful interpretations, however, do not help at all. Unfortunately, too, many people have too many fanciful interpretations.

We had the impression that in Uttar Pradesh, for instance, productivity is deliberately understressed and neglected in Basic schools and by laying down that the alternative to "productive activity" is "creative activity". Basic education is in the process of undergoing misinterpretation and mis-direction in West Bengal. In Uttar Pradesh it was made clear to us beyond any doubt that people rejected the idea that Basic education must be based on productive activity with a view to some economic advantage. In Calcutta also we found a certain intellectual aversion to the idea of real productivity in Basic schools. What surprised us in Uttar Pradesh was not so much the fact that often the productive work was not efficiently organised—that is true of other States also—as the attempt to show that the very idea of earning something for the school through any work by children would harm the education of children.

It was not even a question of opposition to any over-emphasis on productive work, but the complete rejection of the idea of productive work giving some income. In West Bengal we were told at high level that productive work would be anti-education and creative work was postulated in opposition, and as an alternative, to productive work. It is one thing to put up creative work as more comprehensive and including productivity among other things and quite another to bring it up in opposition to productive work and as an alternative to it. It was, however, an interesting phenomenon that we noticed in both Uttar Pradesh and West Bengal that some of the Basic Training and Basic schools actually showed a fair record of economic productivity. This was, perhaps, due to the understanding of those immediately in charge of these institutions about the inherent place of productive activity in the very centre of Basic education. It was also curious that as we were taken to visit Basic institutions in Uttar Pradesh and West Bengal, those immediately in charge were eager to impress upon us how successful they were in economic productivity. Facts and figures were shown which proved that productive work giving smaller or bigger incomes was going on. This was unconscious tribute to the relevance of productive work in Basic education in spite of the contrary view held by the authorities. But the challenge to the concept of productive work both as an educational factor and as an economic factor has tended to dilute the concept and practice of Basic education. Even the balanced and gently reasoned elucidation of what is Basic education recently issued on behalf of the Basic Education Standing Committee and approved by the Central Advisory Board of Education was not acceptable without reservation in these two States.

We are not unduly worried about several minor differences or differences in detail regarding the programme of Basic education. But if productive work in Basic education is negated or cast aside, for one reason or other, something which is fundamental to Basic education is in danger and what remains can easily become a caricature of Basic education. From understressing or casting aside productive work to understressing and even under-valuing the method of correlated

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teaching appears to be a not-difficult step. With the idea of productive work and the technique of correlated teaching under-valued, what can remain of the reality of Basic education ?

It is our considered opinion that the fundamental characteristics and values of Basic education should be defined and elucidated as often as necessary. This is not a plea for rigidity or inelasticity but for clarity. There may continue to be differences of opinion but let such differences stand clearly against the background of clear and unambiguous elucidations offered by those who are generally considered most competent to do so. We realised more and more the value of the statement on Basic education issued by the Basic Education Standing Committee as we went from State to State and became aware of the confusions and reservations which have gathered round the subject. We do not think it is enough to have merely issued that statement. It should be taken up for study at the Regional Seminars of all educational authorities concerned and explained fully by the authors and others who have had long and personal experience in the field of Basic education in order that doubts may be cleared and convictions created and strengthened. We shall have to refer to the need for such Seminars at different levels at more than one place later in this Report.

(iii) Training of Administrative and Inspecting Officers

It is at the administrative level today, more than at any other, that serious difficulties arise in the development of Basic education. Education Departments are concerned with innumerable problems. Basic education is even now only a small and side item in their programmes of work. In none of the States did we find a Director of Public Instruction to whom Basic education was an issue of the utmost importance nor did we find any of them fully conversant with the problems of Basic education in their respective States. We have therefore little hope that Basic education will spread efficiently and quickly in the country under Education Departments as they function to-day in relation to Basic education.

We are clear that the first major step in the nation-wide development of Basic education may well be the organisation of an all-India Seminar of Chief Ministers, Education Ministers, Secretaries of Education and the Directors of Public Instruction for which we had pleaded in the Interim Report. Such a seminar should be guided by those who have been the chief expounders and workers in the field of Basic education, both officials and non-officials. The nature of the declarations of policies to be issued by the States in regard to Basic education, the concept of Basic education, the detailed as well as the overall programme for Basic education, the administrative set-up to promote Basic education efficiently and without delay, etc., must all be discussed and thrashed out in the Seminar. The earlier such a Seminar is held, the better for the future of Basic education. The findings of such a Seminar should be carefully edited and published and made available in the different languages to educational authorities, members of the Legislatures and the public in every State. Unless the whole atmosphere is thus cleared forthwith, the innumerable psychological and technical difficulties, of which we

gained intimate knowledge will continue to come up again and blocking the development of Basic education in the country.

During our study tours in 1955 we were asked questions which were raised nearly twenty years ago and which had been answered over and over again by those competent to do so. It would not have mattered if those who raised these questions had tried to know the answers already given and were still dissatisfied with them.

On the contrary, the questions came from those who did not even know that they had been raised and answered earlier. That is why we think a great responsibility rests on the Central Ministry of Education and Education Departments in the States in this regard. A very good example of how to go about the business in regard to such a matter is furnished by the Community Projects Administration. Their new and revolutionary programmes of community development are more widely studied and understood than Basic education after about twenty years. The All-India Regional and State Seminars, with their various types of personnel, which they hold from year to year and place to place have given their work a unity, clarity, efficiency and speed compared to which, Basic education which represents an even more fundamental and comprehensive revolution and which is much older, appears to be moving forward like a snail. Various reasons may be given to explain away the difference. But no explanation will be worthwhile which is put forward merely to explain inaction and the lack of initiative and organised effort.

We shall have to say more about this in another chapter entitled, 'The Administrative Set-up and Basic Education,' later in the Report.

(iv) Training of Teachers

The training of teachers is a complex matter, because for one thing, we have to arrange for the retraining of the already trained and existing personnel and at the same time train fresh recruits at different level. Shorter courses of retraining for already trained and working teachers do not always give good results. But there is no escape from it. The vast majority of teachers for some time to come will be the older teachers with only short retraining in Basic education. This is one reason why many Basic schools are now, as referred to later in the report, of poor quality. We have to find such remedies as may be possible under existing circumstances to improve what is really an unsatisfactory situation.

In the Madras State, some of the Basic Training schools are of excellent quality. All Teacher Training Institutions in the Bombay State, called Colleges, are compulsorily Basic and the number of such is about 90. About 6000 teachers are thus under training in the Bombay State for a period of one year. In the Madras State, there are more than 80 Basic Training schools and about 6000 teachers are under training in them for a period of two years.

The syllabus of training in all the States is a modified and amended form of the Teachers' Training Syllabus drawn up by the Hindustani Talimi Sangh and therefore there is substantial agreement in the programme of training teachers.

In the Bombay and Madras States, training in craft and in the technique of correlated teaching is fairly good in the Teachers' Training institutes. Pupil teachers get a good grounding in community life, student self-government and in the organisation of social and cultural programmes.

In Mysore State, there was only one Basic Teachers' Training school and this we examined carefully. The training given in it was fairly good. In the Travancore-Cochin State, there was one Teachers' Training school previously and 11 more have been added this year. It is too early to say how the training in these institutions will shape.

In one of the States in the North, Basic Teachers' Training was found very unsatisfactory and it was difficult for us to imagine how such trained teachers could ever run good Basic schools. Craft work was chaotic, community living was not up to the mark and the technique of correlated teaching was not properly understood. In another State in the South also teacher training was weak. In a third State, due to understressing of productive work and craft, there is still too much textbook teaching. In this State we felt that there was the need to stress hard productive work as a corrective to the aversion for such work which is very widespread among the middle classes and we were, therefore distressed that it was in this State that intellectual argumentation is indulged in to prove that creative work is different from and superior to productive work. The Teachers' training and Basic schools that we saw here were weak and below par except in some cases where these were being by non-official agencies devoted to constructive work. In Assam, we saw Basic Teacher Training schools with good accommodation and in some cases fairly extensive lands. But even so, the training was weak although we had the impression that here with a little more effort and proper direction and guidance the quality of training can quickly improve. It was in Assam that we saw a big Basic Teacher Training centre with its own compact area of Basic schools over which the staff and trainees of the centre had powers of supervision. It was remarkable how clear is the relationship between the quality of training and the quality of work in Basic schools. The Basic schools in the compact area were not good enough and we wondered why it should be so, when the Training school was so near and its staff and trainees were supervising these schools. So we went back to the Training school and checked up the training at important points and found at once how the weakness of training was linked up with the weakness of the Basic schools. We took up the matter in detail with those concerned.

Not only in Assam but in other States also it was obvious that the weakness of Basic schools could be directly traced back to the weakness of the Basic Training schools. Even in Bihar and in Orissa where we saw good training of teachers at different levels, there was need for considerable improvement. In Bihar, for instance, there are Basic Training Colleges at Bhagalpur and Ranchi directly under the control of the Education Department with Principals who have not had the advantage of training or experience in Basic education. It was reported to us that the courses and methods in the Training College at Turki and those at Bhagalpur and Ranchi were going to be integrated. We thought that unless care was taken to have the integrated syllabus carefully examined by those competent and experienced in Basic education, there was some danger

that instead of the new Basic Training colleges coming in line with those at Turki, the standard of production, community activities and correlated teaching at Turki itself might be pulled down. We feel that there is room even at Turki, where good work has been done, for the standard in these directions to be further raised. In Orissa we saw how Basic Teachers' Training schools and Basic schools can be conducted well without big and costly buildings or elaborate external arrangements. The Post-Graduate Basic Teachers' Training College at Angul in Orissa had only recently started to function. We were glad to see it as this was the only Post-Graduate Basic Training college which we saw, that is affiliated to a university. We were a little perturbed to see that some members of the staff with high academic qualifications were not fully trained in Basic education. We are, therefore, of the opinion that great care should be taken in developing the life and work in this institution because many people will look up to it for guidance and inspiration.

Having drawn the above general picture about the training of teachers for Basic schools, we consider it necessary to emphasise the three points at which improvement is immediately called for. These relate to certain aspects of craft training, correlated teaching and the study of psychology.

(i) In the majority of Basic Training schools, the craft adopted is spinning-weaving plus agriculture. Ginning, carding and spinning go on fairly well. But at the stage of weaving, the craft becomes weak or breaks down. Now weaving is the most fruitful part of the whole craft and when that is weak, what goes on is only a mutilated craft. In some places, there is no ginning at all and this also gives an incomplete craft. A mutilated or incomplete craft is not only bad craft but is not good enough to be the centre of correlated teaching. Weaving is an elaborate and artistic craft and is the crown of what may be called the "Cotton Craft".

Weaving teachers in Basic Training schools are generally persons who, after completing the Higher Elementary or Secondary schools, undergo training in weaving in Technical institutions. Most of them do not possess enough skill to be able to earn their living by weaving. Generally speaking they have no experience in weaving hand spun yarn. Khadi weaving is a technique by itself. Naturally, therefore, such teachers succeed only in frustrating the cotton craft, when it reaches its most important process. The remedy is to waive the existing rules and to appoint good traditional Khadi weavers even if they do not possess Technical Diplomas or School Certificates. One of the trained Basic teachers may be associated with such a weaving-teacher all the time. This holds good in the case of other craft teachers also, like carpenters, black-smiths, potters, etc. Unless the really skilled traditional craftsmen who are capable of making their living from their own work are brought into the Basic Training schools, craft training in these institutions will not be efficient or productive enough and pupil-teachers will go out after their training as half-backed craft teachers who will hand over their own inefficiency in craft to the boys and girls in the Basic schools. This would be fatal to Basic education. We wish to make it clear, however, that wherever traditional craftsmen are brought in, trained Basic teachers must continuously be closely associated with their craft work so that educational values are always brought to the fore. During our

visits to Basic Training schools, we found that wherever there was good weaving, it was because of the association of a skilled traditional weaver with the teaching of weaving in those institutions.

Another important matter in regard to craft work which struck us, was the urgent need of certain subsidiary crafts in Basic Training schools. Agriculture and spinning-weaving are commonly studied together and this is certainly a good combination. But there are some subsidiary crafts which are intimately connected with these two which should also be provided for. Attached to spinning-weaving, there should be provision for bleaching, dyeing, printing and tailoring. A small carpentry for making the simpler parts of the equipments used in the Training school and for repair work will be another necessary item. Craft work suffers very seriously in many institutions for lack of such a workshop. Marketing of cloth will be easier, if there is artistic dyeing and printing of the cloth produced. Subsidiary crafts should be really subsidiary, in the sense that they will help to make the major craft more efficient and complete. In this way, subsidiary crafts may, in the end, prove as important as the major craft or crafts in Basic education.

It should be made clear that neither production nor education worth the name will be possible through truncated crafts. Only by attaining efficient skill in every aspect of a craft, will craft result in efficient production or be capable of becoming the centre of education. A craft, to be a Basic craft, should always be a complete craft. We are afraid that this has not been fully understood or appreciated yet. In more than one Training school, we saw a lot of craft equipment put away as useless, because there was no workshop to repair them. This is a double loss, of money through broken implements and of education which can come through the process of repair work. To know an implement properly, nothing is so good as to know how to repair it and keep it in good working condition.

The question that was raised several times was why the spinning-weaving craft need be given so much importance and why other crafts should not be introduced in Training schools and Basic schools. We were glad that this question was raised. We had no hesitation in answering that other suitable Basic crafts can certainly be introduced, wherever possible. But this need not mean minimising the importance of the spinning-weaving craft in a country like ours. The cotton craft is a multi-process craft including growing of cotton, picking and storing of cotton ginning, carding, spinning, weaving and even dyeing, printing and tailoring. The cotton craft is applicable in many parts of India. It is a tidy and compact craft and children of different ages can fit into the different processes of it admirably. There is prejudice against Khadi in certain minds and this prejudice some times operates against the spinning weaving craft in a Training school or a Basic school. It should be understood that any craft cannot become a Basic craft, but only a craft with various processes involved in it and with rich possibilities of correlated learning in it. Other suitable crafts may be even more costly and more difficult. In Travancore, when this issue was raised, we suggested that the coconut fibre craft may be adopted and the Basic Training School in Alleppy may experiment with training teachers in the coir craft and in correlated teaching based on it. It is necessary to make it clear beyond any doubt

that other suitable crafts can be introduced, provided pupil teachers under training are given scientific training in them and it can be shown that the subjects of study in the syllabus can be fairly well correlated to the various processes involved. Even when the fullest freedom is available for such experiments, it will be found that the cotton craft will still retain its importance in numerous places because of its native suitability and inherent good points.

(ii) Let us now look into the technique of correlated teaching as we study in the Basic Training schools. We wish to say at the outset that a great deal of whatever correlation is going on is in relation to craft. But this is only very partial correlation. Correlation has also to be with the natural environment and the social environment. Very little correlation in a real sense is taking place in relation to the natural environment. Correlation to the social environment is mainly confined to the observance of national and religious festivals, some elementary work in the villages and to some cultural and recreational activities. This is good as far as it goes, but it is certainly not enough. Many critics asked how all the subjects in the syllabus can be taught in correlation to craft work alone. Our answer was that correlation was not only with craft work, but with the natural environment and the social environment of the school. Having given this answer, we naturally investigated further, and inquired if the pupil teachers were trained in surveying, understanding and discussing the natural and the social environments with a view to drawing innumerable lessons from them. We, then, discovered that this was not being done in a sufficiently scientific or adequate measure. You cannot correlate with the natural environment unless you study it carefully. Equally you cannot correlate with the social environment unless you study the social environment carefully and fully. Whatever study and survey of the natural and the social environments is going on, is only casual and very insufficient. Is it any wonder then that the whole area of correlation remains insufficient and unsatisfactory? The urgent need, therefore, is to give as much importance to the survey and study of the natural and the social environments as to crafts. It will take some years before a Basic Training school has thoroughly mapped out the natural and the social environments, collected data, discussed various aspects of both and drawn conclusions and lessons from them. We, therefore, stressed at all meetings with the staff of Basic Training schools that batches of trainees and teachers should work on a full survey of the natural and social environments, keeping a Log Book for each and adding information and studies from year to year. Once the full data was thus obtained, it would be possible to raise many questions and answer them. It would, thus, be an illuminating educational process from beginning to end.

Many important witnesses who have had experience of Basic education testified, that if nature and life were more fully brought into the picture along with craft, then correlation would become far more fruitful and complete. Correlation with craft will be only one-third of the field of correlation. The other two-thirds will be in the fields of nature and society. We consider this a matter of great importance, for without it correlation itself will become truncated.

Just as there is the need to master all the processes of a full craft, there is also the need fully to understand the natural and the social environments in order to use them for correlation. All Basic Training schools should, therefore, be made fully conscious of the importance of this matter.

(iii) The third important point relates to the study of psychology in Basic Training schools. We saw how the failure on the part of the trainees to grasp the psychological principles underlying the process of learning through life situations and productive work is reflected in their work in Basic schools. It was noticed that Basic trained teachers, when they start working in Basic schools, are tempted to revert to the earlier routine method of class room teaching based on textbooks. It has to be made clear that modern psychological concepts, developed through research during the last few decades, fully bear out that learning takes place best through pupils' activities in real life situations under careful guidance of teachers. One of the fundamental needs is therefore to make the trainees understand these new concepts in psychology. We would suggest that this process of learning through activity should not only be demonstrated in practising schools attached to the Basic Training schools but the trainees themselves should be enabled to see how they learn through the process of activity in real life situations, such as, sanitation, kitchen organisation and other items of community work in Training schools. Once this principle is fully grasped by pupil-teachers, there would be the urge in them to go on experimenting along the same lines in Basic schools and they would not then easily fall back on the method of teaching merely through the textbooks. Elsewhere in this report we have pointed to the necessity of conducting research in selected Basic Training colleges and at the Central Basic Training Institute to be set up at Delhi in regard to many issues arising from Basic education. Research in the psychology of learning through activity and productive work should be one of the important items.

It is not our purpose to prescribe exactly what should be done in this connection. We can only indicate certain principles that will help to evolve a suitable programme of psychological studies and leave all details to be determined by patient research on the subject. The following principles of learning through life activities may well be kept in mind :—

- (a) The choice of an activity should arise out of the natural and developing life of the learner and it should be directed towards a purpose recognised as necessary by him and with a decision on his part to carry it out as fully as possible.
- (b) The activity chosen should be such that the learner will derive emotional satisfaction from doing it ; it will result in gaining for the doer knowledge which he needs and produce something which fulfils a real want felt by him, thus stimulating him to persist in doing it better and better.
- (c) It is important for the teacher to cultivate the creative atmosphere of friendly group relationship among the pupils and to bestow the closest attention on their feelings and attitudes so that

what is done is done in such a manner as to enable them to accept understandingly the new process of activities and behaviour.

- (d) The learner must actually engage himself in all the precise processes of carrying out the activity and for this, he must live that way and accept the fact that such activity is right for him.
- (e) The why and how of what he does, must become more and more clear to him and also acceptable to him as contributing to his purpose and helping him to carry out other related purposes which he considers important.
- (f) The learning activity should be conducive to the development of an integrated personality and at the same time help in the successful adjustment of the individual to the environment.
- (g) There should be provision of facilities for each individual and for the group to evaluate the many and varied outcomes of an activity.

There is nothing categorical about the above suggestions. They are illustrative and meant only to stimulate further and fuller thinking on the matter. Any one engaged in research in the psychology of learning through doing may find them useful. But actual research will open up new avenues of experiment. It is on the imperative need for such research that we wish to place all the stress we can. What we have written serves to point to the need for such research. If that happens, we shall be more than satisfied.

We have stressed the development of the integrated personality of children. This is not obtained through any unilateral process. It can only be the cumulative result of innumerable vital processes in Basic education. Among such processes is the integration of subjects of study. 'Social Studies' is a good illustration. History, Geography and Civics enter into one another under 'Social Studies.' Something similar happens under the subject 'General Science.' This kind of integration of subjects has become familiar in Basic education. Nevertheless in actual practice Basic Training schools and Basic schools do not always work on the basis of such integration of subjects. We came across a number of instances where such subjects, as Geography, History and Civics were taught systematically from separate texts. Even in some Basic Training schools, we saw this separatist emphasis on the training of teachers to teach these subjects. We think great care should be taken about this matter as a whole and that the integration of subjects should be as much stressed as the correlation of productive work etc. with subjects of study.

(v) Basic Teachers' Training at the Graduate Level

In regard to the training of graduates in Basic education to staff Basic Training institutions, to provide for Inspecting and Administrative Officers in the Basic education sector and for appointment as headmasters of Senior Basic schools, progress so far has been slow and insufficient to meet growing needs. There are not enough fully-developed Graduate Basic Teachers' Training colleges in the country to meet the needs of the

situation. It is, therefore, imperative for every State to find out its needs in this respect, keeping in view their programmes for the development and expansion of Basic education and then arrange for the training of the necessary personnel by establishing new Basic Training Colleges or converting the existing Training colleges into the Basic pattern.

One difficulty here appears to be the attitude of the universities which have not so far shown real interest in Basic education. In some Training colleges, Basic education is included as one of the many subjects of study. But colleges fully geared to the training of graduates in the concepts and methods of Basic education as such have not yet come into being and duly recognised by the universities.

The time has come when what is necessary to be done in this regard should no longer be delayed. Either the universities should be persuaded to take up full-fledged Post-Graduate Training in Basic education or the Central and State Governments should set up their own institutions for this purpose. There can be no half-way house in such a Training Programme. Like the phenomenon of tiny patches of Basic schools, being overpowered by vast areas of non-Basic schools, we do not approve of Basic education being introduced as one of innumerable subjects in Graduate Teachers' Training colleges. Basic education is a big enough subject for the creation of Post-Graduate Basic Teachers' Training colleges. It is at the level of such training that we have at present a very difficult bottleneck in the whole programme for the development of Basic education and this has to be cleared, if the work is not to be held up and misdirected.

We were told in Bombay and Madras that recently the attitude of the universities is more helpful in this respect. But it was only in Orissa that we saw the solitary Post-Graduate Basic Training college affiliated to the Utkal University.

We have already stated that unless universities can be persuaded to start Post-Graduate Basic Training colleges, the Central and State Governments should assume responsibility for starting such colleges. But whoever might assume responsibility for the starting of these colleges, the essence of the matter is that these institutions should lay all the necessary stress on community living, productive work and correlated teaching and not bring back again, in one way or other, the old undue emphasis on purely academic standards and written examinations. A very large number of fully Basic Trained graduates are needed to be the headmasters of Senior Basic schools, teachers in Basic Training schools and members of the Inspecting staff at different levels and when there are more Post-Basic schools, they will be needed in every such school. They will also make better teachers in multi-purpose High schools than the ordinary trained teachers. We, therefore, know the increasing need for Basic trained graduates and yet what has been done so far in this connection is totally inadequate to meet that need.

We recall with pleasure that occasionally we did meet a Vice-Chancellor who thought that the demand for full-fledged Post-Graduate Basic Training colleges was a legitimate one. In fact, Dr. Zakir Husain, Vice-Chancellor of the Aligarh University, said to us in so many words that he would be prepared to establish such a Training college, if the

Government would ask him to do so. The Vice-Chancellors of the Patna and Calcutta Universities also appeared to be sympathetic to this demand. We think that the right thing would be for the Union Ministry of Education clearly to formulate their suggestions in this regard and request the Universities to consider them carefully.

(vi) Research in Basic Education

There is practically no research being done in the Basic Training institutions we visited. This is a serious omission. In selected Basic Training institutions already functioning and in the Graduate Basic Training colleges we have proposed, provision for research in every aspect of Basic education should be made. Scholarships should be offered to the best trainees in such Training institutions to encourage them to undertake research. Such research scholars should be enabled to visit Basic Training institutions and Basic schools. They should be authorised to submit reports containing the results of their studies and suggestions to improve the quality of training in Basic Training schools and the quality of teaching in Basic schools. Because of different language areas in India, such research arrangements should at first be on a regional basis and then on an all-India basis. The Central Institute of Basic Education at Delhi might well take up the co-ordination of all such research on a nation-wide basis.

(vii) Preparation of Literature

We were glad to find that a considerable quantity of good literature in regard to Basic education has been produced in several Basic Training institutions we visited. We spent some time looking into this body of accumulated literature. The literature so available relates to innumerable aspects of Basic education and includes valuable manuscripts containing illustrated lessons and schemes of correlated teaching. Some of the literature we saw in a few of the Training schools in Madras was of high quality. We found similar good literature in some of the Basic Training colleges of the Karnatak area in Bombay State. We found from enquiry that there was similar accumulation of literature in many other Basic Training institutions as well. All this literature is of course in different languages. But if a serious attempt could be made to get such literature properly studied and edited, first on a language basis and then on all-India basis, we are sure that some very useful guide books will become available to Basic school teachers. In Bombay, the State Government have set up a Committee for this purpose and in Madras some 40 reading booklets have been prepared for publication. High level Standing Committees for producing Basic education literature, both for teachers and the children, should be set up without any more delay and adequate funds made available for such Committees. We found that every body with whom we discussed this matter considered it to be one of great urgency, but very little has been done anywhere in this connection. We cannot, therefore, overstress this particular recommendation and we are of the view that the initiative must be taken by the Union Ministry of Education. The Basic Education Standing Committee may also well set up a small Committee to take necessary action in regard to this matter.

(viii) Some Essential Principles that should Operate in Every Basic Training Institution

This is not a statement containing all the principles in this connection. But in view of the projected conversion of all ordinary Training schools into the Basic pattern and in view of the opening of new Basic Training schools under the Second Five-Year Plan, the Committee feels that the minimum principles that should guide Basic Training institutions should be placed before the educational authorities. Such a presentation is needed, as in the experience of the Assessment Committee it is felt that some State Governments in their eagerness to convert all Training schools into schools of the Basic pattern have done so hastily, without attending to the minimum essential requirements. Generally stated, these are :—

- (i) A Basic Training school should be a cooperative democratic community, aiming to produce in increasing measure the primary needs of life with a view to achieve the maximum possible self-sufficiency.
- (ii) Teachers in a Basic Training school should acquire such efficiency in relevant crafts that, if necessary, they will be capable of maintaining themselves through them. Proficiency should be attained in all the various processes of the concerned crafts which should be complete crafts. Craft efficiency should include capacity to repair the various tools and appliances required in the class. The pupil-teachers under training should also aim to achieve such proficiency in their crafts, that when they go out as teachers in Basic schools, they can strive to be self-sufficient.
- (iii) Trainees should be made efficient in the art and science of educating children through experiences of real life situations of which productive work forms an integral part.
- (iv) Trainees should develop the capacity to correlate knowledge necessary for the pupils through crafts, natural and social environments and other experiences of the pupils.
- (v) Trainees should be taught to be alert in body and mind, willing to take responsibilities and discharge them efficiently.
- (vi) Trainees should become conscious of the needs of society and willing and eager to do their utmost for national reconstruction.
- (vii) And, last but not least, trainees should cultivate more integrated personalities and become capable of helping children later to achieve such personalities.

(ix) Concluding Observations on the Training of Teachers.

It cannot be emphasised too much that the whole quality of Basic education will largely depend on the quality of training given to teachers. The Basic Training schools, therefore, are the fountain heads of Basic education. If the stream is not kept clear and unsullied at this point, it will get hopelessly muddied lower down as it reaches the Basic schools. The training in craft and correlated teaching in community life and in all the other disciplines should be kept at a high level in the Training schools. The trainees must get a clear vision of the aims and

the revolutionary character of Basic education. This is, perhaps, the first step. The other steps will only follow. Basic teachers must go out of the Training schools with a high sense of their calling. All these pertain to the training period.

Equally important is the need for giving them the right conditions to practise what they have learned in the Training schools when they reach the Basic schools. We have found that well-trained teachers are often completely frustrated and defeated by the bad conditions inside and outside Basic schools. Good training and the proper conditions for conducting Basic schools are the two inescapable features for the growth of Basic education. One without the other will defeat both. We are afraid this is happening in many places. Correlation between good training and appropriate conditions at the Basic School level is thus urgently called for. In one State, we saw well-trained teachers completely defeated by the bad conditions in Basic schools. These schools were not supplied with craft equipment and raw materials. Even good Basic teachers become ineffective under such conditions.

In the Madras State, side by side, with two years training in more than 80 Basic Training schools, there is also large scale re-training of teachers, who had been trained in old system, for three months in Basic education. This brief re-training in the Basic education of teachers, already trained in the old method, is insufficient and it is these insufficiently trained teachers who bring down the level of Basic schools. We strongly feel that this re-training period should be increased to five months at least. In fact, graduate trained teachers get five months re-training in Basic Education in the one or two Graduate Training Centres of Basic education in the Madras State. If five months are necessary for graduate teachers, then surely three months are not enough for the Elementary school teachers even though they are already trained in the older method. In Bombay, this position is better, because no one gets less than one year's training in Basic education.

We found in many Basic Training schools, that practice-teaching and demonstration lessons were not adequate in quality and quantity. This must also be remedied. There was the lack of good practising Basic schools, attached to Basic Training schools. In one State, we saw trainees given practice-teaching in non-Basic schools or what are merely craft schools. This cannot be expected to produce the right result. The picture is much better in Madras State, though even here, there are some Basic Training schools with only ill-equipped Basic schools for practice-teaching.

Here we would like to say that a very encouraging picture we have seen in the training of teachers is that of the new and carefully planned Basic Training schools of Madras State established in the last few years in genuine rural areas, away from the hustle and din of towns. The buildings of each of the Training schools cost about one and a half lakhs of rupees and there are extensive lands attached and also residential accommodation for about 120 trainees and six to eight members of the staff.

To sum up, the training of Basic Teachers is now a fairly well-established technique of training and what is necessary is only to take

more care at certain points in the training programme. States which have not taken up Basic education seriously can learn the techniques of training from Madras, Bombay and one or two other States. It is now generally recognised that all teacher-training at the Elementary level should be of the Basic pattern. Bombay State allows no other training and Madras also is pledged to the same thing. Other States likewise can make a good beginning in Basic education by converting all training schools at the elementary level into the Basic pattern. Once this step is taken without reservation, other things will follow in the Basic education programme. States newly introducing Basic education can avoid a number of mistakes made before and thus go ahead more quickly. If and when they do so, the many issues raised in connection with training of teachers in the above paragraphs may be found to be of value.

(X) Conditions in Basic Schools

We have now to assess Basic education at the level of the Basic schools themselves.

The picture about Basic schools is a very mixed one. In the four States we visited, we saw some good Basic schools and many bad ones. In the Bombay State, the Basic schools in the compact areas in Gujerati and Marathi speaking regions were in an unsatisfactory condition and it was only in the Karnatak area of Dharwar that we saw some good Basic schools. There is only a handful of Basic schools in Mysore State and most of them are Basic schools only in name. In the Travancore-Cochin State also there are only very few Basic schools and these are in the Community Projects or National Extension Blocks. These schools also can hardly be called Basic schools. Basic schools we saw in the Madras State were better, though even here the quality requires to improve.

The Basic schools we saw in some of the States in other regions were full of confusion and without the minimum equipment needed for Basic education and the teachers were mostly ill-trained. In such States we discovered that the source of misdirection lay in the secretariat. The idea that productive work with economic advantage is an error and evil in education was put forward with vigour. We were also confronted with the idea that unless there was the possibility without delay of putting up costly buildings with many other conveniences, Basic education had better wait. We thought this would mean that Basic education would have to wait indefinitely.

In one State all schools are rather indiscriminately called Basic schools! The result is, many of them are anything but Basic—craft work is ill-organised and neglected. Agriculture is emphasised in Basic schools in theory, but in practice even this is not often efficient. We saw some poor Primary schools of the old type continuing as such but renamed Basic schools. One of the things that struck us was that here and there were some schools with good accommodation teaching etc. which looked bright and improved. But there are many other schools of the old type in poor condition, which are also called Basic schools. What is happening in the field of Elementary education there is not so much that schools have become Basic or are becoming Basic well and quickly.

but that there is a big push for some kind of improved education without clearly perceived goals or tangible results. At the same time we must admit, in fairness, that we noticed a general stir and eagerness in the State to improve Elementary education as a whole. This is a good sign and we only wish that attempts at improving education would be turned towards the reality of Basic education.

Basic schools in Bihar and Orissa which we saw were generally good ones. The fundamentals of Basic education having been accepted by educational authorities in these States, genuine efforts at building up good Basic schools were going on with an appreciable measure of success. Both in Bihar and Orissa good Basic schools were conducted often in buildings which fit into the village background, and agriculture and craft work are well-organised. Basic teachers in Bihar and Orissa were doing their work, where we saw them, with a measure of devotion and understanding. (The number of Basic schools in both Bihar and Orissa is, however, small compared to Bombay or Madras). As in other States the position can improve further and easily, if fully Basic trained Inspectors are put in charge of Basic schools and also if those in charge of re-training teachers are themselves those with sufficient experience in productive work and correlated teaching.

Taking the whole picture, as we saw it, Basic education at the Basic schools level is certainly not satisfactory. As we went from place to place and looked at Basic schools and talked to the children, the teachers and members of the public, we tried hard to understand and analyse the cause for this unsatisfactory situation. It was not easy to discover the reasons and we found that there were innumerable factors with which we had to reckon. Even so, the following points will be relevant :—

- (i) Basic schools are now conducted in small patches or as isolated units surrounded by huge areas of ordinary schools. It is thus a process of rowing a little boat against a heavy counter current. In the process, those who steer the boat of Basic education, who are the teachers, get exhausted and worn out.
- (ii) The next point is closely allied to the first one. There is nowhere in the Education Department of any of the States a sense of urgent and whole-hearted concern that Basic education is a major issue and must be tackled as such. Even in States where Basic Education has come into the picture in some large measure, this sense of urgent concern is lacking. Departmental officials and the large army of teachers in non-Basic schools still feel that it will be a very long time before they are all called upon to work out Basic education and that, in the meantime, they have no need to be bothered about it. This has created a mental situation in which Basic education cannot grow quickly, efficiently and in sufficient volume. Basic education continues to be only a minor issue with the Education Departments.
- (iii) Officials of the Education Department specially at the higher level, who control the administration, personnel, policies and finances of the small Basic education sector are often, though not

always, persons who have no understanding, faith or training in Basic education. This creates the very undesirable situation of non-Basic personnel misdirecting the Basic sector.

- (iv) Basic schools continue to be located very often in the extremely bad buildings and surroundings of the older schools, since it is a process of conversion of older schools into Basic schools. It thus becomes a matter of the wine of new Education being put into the old bottle of Education. Even if there was no Basic education, but some other new system, the accommodation and surroundings would be hopeless. Basic schools require more space for craft work, more storage facilities and some gardening land. The net result of the conversion is that the older schools look more crowded and chaotic.
- (v) There cannot be a Basic school worth the name without cotton and implements like *charkas*, looms and then some garden space. In Mysore and some places in the Bombay State, we saw Basic schools without most of these. In some places in Bombay and Madras, there is a cry from Basic schools even in the compact areas, that they do not get enough cotton in time. The truth is that Basic education has hardly had even a sporting chance of success in most of these Basic schools. In quite a number of Basic schools, we saw the utter lack of these facilities and wondered how even the best trained teachers can conduct Basic education under such conditions. We saw the tragedy of well trained teachers frustrated and in despair in the Basic schools where they were working under hopeless conditions. Nowhere were we completely satisfied at the arrangements made for the supply of cotton or other raw materials, craft equipment or for using the yarn produced in the proper manner. It is completely wrong, therefore, to judge Basic education by the Basic schools which function in such a manner. One of the biggest problems is to make suitable arrangements to supply raw materials, craft equipment, repairing facilities, to get yarn woven well and to market the produce.
- (vi) Correlated teaching is improving only very slowly. Most of the trained teachers are making a brave effort at this point and they cannot be said to be complete failures. A tribute is certainly due to them for even the small measure of success they have achieved under difficult conditions. But far too much of effort is made to correlate subjects with the craft only, while correlation with the natural and the social environments is very inadequate. That is why we have stressed this matter so much when we were dealing with the training of teachers. Unless teachers learn to draw as many lessons as possible in various subjects from a study of the natural and social environments, the children would be missing a very large area of necessary knowledge. Basic schools should specially earmark time for the study and understanding of the environments. As it is, the time table hardly provides for this. There is also quite a good bit of fantastic and unreal correlation going on. But every effort will have to be made to improve the technique of correlated teaching.
- (vii) If what goes on in some of the Basic Training schools is a

truncated and mutilated craft, it is even more so in Basic schools. For example, ginning is sometimes missing and weaving is generally hopeless.

- (viii) We came across many Basic schools which for many years have become stationary at the fifth grade without further grades added on in successive years. The idea of five-year Basic schools still persists. While this is understandable in certain special localities, what we could not understand was the picture of full fledged Elementary schools in two of the States we visited, in which there are all the grades up to 7th or 8th and yet only five grades are converted to Basic pattern and there the conversion stopped, so that for several years, only the first five grades are Basic and the rest non-Basic. If this is not caricaturing Basic education, what else can it be? Even where it is readily agreed that Basic education is one continuous process of eight years, in actual practice this has not been done and innumerable Basic schools come up to the fifth grade and then stop there. This again is a mutilation which will ultimately defeat Basic education.
- (ix) The majority of teachers in Basic schools are those who have had teachers training in the older methods and then had only a few months' re-training in Basic education. Such teachers can hardly be expected to become good Basic teachers. We have mentioned this already. But what we wish to point out here is that this is also a reason for the poor quality of the Basic schools.

(xi) Teaching of English in Basic Schools

The question of teaching English in Basic schools was brought up again and again as we travelled in the four States. The argument was always that so long as English is required in High schools, it must not be omitted at least in the senior grades of Basic schools. We found it difficult to resist this pragmatic argument. It stands to reason that if the Higher education available in High schools requires English, there should be provision for teaching it in the senior grades of Basic schools and specially when similar provision is made in all non-Basic Higher Elementary schools. We have no doubt that the day will come when English will cease to be taught in Basic schools and when there will be a sufficient number of Post-Basic schools which will not require English for entrance. But till then, we cannot run away from the existing situation. Our suggestion, therefore, is that so long as English is required in High schools, provision may be made for the teaching of English in the senior grades of Basic schools on an optional basis.

(xii) The Type of Craft Teachers Needed in Basic Schools

We have, earlier, referred to the need for associating skilled traditional craftsmen with craft teaching in Basic Trading schools. The need for this is even more in the Basic schools. There is the legitimate demand that a variety of suitable crafts should be introduced in Basic school in different parts of the country. The spinning-weaving craft and agriculture are already spreading in many Basic schools. Other suitable crafts will be

wood-craft, cardboard craft, metal work, black-smithy, pottery, etc. Traditional craftsmen engaged in these crafts and earning their livelihood through them are persons with undoubted skills in these crafts. No one can do better as teachers of crafts in Basic schools than these craftsmen. There are two ways of associating such craftsmen with Basic schools. One way is to induce them to come to Basic schools for an hour or so every day or for a day or two every week to teach their craft in the schools under the supervision of one of the trained Basic teachers of the school. This will mean putting up workshops in Basic schools. The other way would be to send Basic school children for some time every day or for two or three days every week to the workshops of these craftsmen in the villages, under the supervision of the Basic trained teacher. In this case, children will not only learn crafts, but gain knowledge of various situations in the village affecting craftsmen who form the backbone of the village. It would be social studies in practice.

In either case it may be necessary to give craftsmen some training in the reception and instruction of children. This would also mean that the school children and the village community will come closer to each other at some vital points of contact.

Whatever may be the method adopted, the main point is how to get skilled traditional craftsmen like handloom-weavers, carpenters, blacksmiths, potters, etc. to give children sound instruction in crafts under the eye of trained Basic teachers. A special Committee may be set up to go into this question fully to investigate its possibilities and to propose a workable scheme to those concerned.

(xiii) The Problem of Enrolment, the Shift System and Basic Schools

The shift system has been long in vogue in the Travancore-Cochin State. The shift system became necessary because of the heavy pressure of enrolment in a State with a high density of population. Educational authorities in the Travancore-Cochin State made it very clear to the Assessment Committee that Basic education and the shift system will have to be reconciled in their State. Let it not be forgotten that in some other States also a very large percentage of children of school-going age are not enrolled in any school and the problem of bringing them in must be taken up without delay. The shift system is not an advantage in Basic education but it becomes necessary under certain special circumstances. Under the shift system, the time available for instruction in schools and especially in Basic schools becomes inadequate. We, therefore, told the Travancore-Cochin State authorities that the shift system may continue even in Basic schools, subject to the strict condition that carefully planned assignments of craft work will be given to boys and girls in the out-of-school hours and that correlation of such work with studies of subjects in the syllabus will be maintained from day to day.

(xiv) Certain Necessary Observation on Basic Schools in General

It might seem that we have painted too gloomy a picture of the Basic schools we saw in the States under review. We were perhaps more

concerned with the defects and shortcomings rather than the brighter side of the picture. In fairness, therefore, it becomes necessary to make the following observations.

Wherever Basic education has come into one of the older schools, even if only imperfectly, it has brought about a change for the better in some directions. Children are more alert, more full of questions and more eager to know everything, a little more resourceful and braver and certainly more concerned with their surroundings. We visited also some non-Basic schools, not far away from the Basic schools we saw, and we talked to children of both the sets of schools, asking the same questions and testing them more or less in the same manner. Except in a few cases, Basic school children generally came off better. In any comparison of average Basic schools with average non-Basic schools, it was clear, that the former have improved the character and habits of the children, their resourcefulness, capacity to do things and to question and understand matters a little better. It was not possible for us to make a full study in comparison but our impressions are clear. In the case of the teachers, there can be no doubt whatever, that those trained in Basic education make better teachers whether they work in Basic schools or non-Basic schools. If Basic schools do not generally furnish a better picture, it is largely due to the fact that educational administration still remains unimaginative and unable to keep pace with the fresh demands of a new situation. Many Basic schools will blossom out and do much better, if the conditions under which they work, are put right by proper administrative measures. Wherever administration is good as in the Dharwar area or in the Madras State, there are already good Basic schools.

We are much tempted to say, "Give us good Administration and we shall give you good Basic education."

What we have seen has convinced us of the great possibilities of Basic education. We have seen both the defects and the possibilities in the present situation concerning Basic education. The defects are such that they can be removed without much difficulty and the possibilities are such that they can transform the character and attainments of the children of India. What Basic schools need are proper conditions of growth, more day-to-day guidance and to be taken more by those who have brought them into existence.

XV. The Pulse of the Public Concerning Basic Education

Basic education, as it is understood or appreciated by the general public, is a study by itself. Basic education is associated, like Khadi Harijan work, with the Congress as a political party. So everywhere Congressmen support Basic education with very few exceptions. But this large measure of support is more political than educational. It is often lip loyalty. Only a very few Congressmen, we found, really understood and supported Basic education with conviction. Gandhian constructive workers are among the best supporters of Basic education and in more than one place we visited, they had pioneered it even in advance of the State Governments. At least in two of the States we visited, some of the good Basic Training schools and Basic schools we saw are run by constructive workers.

Outside Congressmen and their sympathisers, opposition to Basic education comes generally from the university-educated on the one hand, and the Communists and Communalists on the other. Communist opposition is political and also due to their aversion for handicrafts and village industries which they consider out-of-date. Opposition from the university-educated is due to the prejudice that emphasis on productive work will lower the quality of intellectual and literary attainments. Unfortunately, Basic education has been sometimes presented as an orthodox and inflexible educational creed and this is responsible for opposition from the liberal-minded. But wherever and whenever Basic education has been presented in its true perspective and without insistence on particular crafts and as providing for experimentation and variations, such opposition has tended to disappear.

We are of the view that there is need to educate the public concerning Basic education. This has to be done wholly at the educational level without any consideration of party politics. It should be made clear that whatever may be the direction of social development in India, Basic education would be better for the country than the present book-centred and enfeebling system of Elementary education. Whether India chooses to go the way of simpler life of *Sarvodaya* or the way of the more complex life of industrialisation and Socialism, a few generations nurtured in Basic education would more vigorously help in creating the New India than anything else. It would be good to have periodical Basic Education Conferences on a regional and on an all-India basis. One of the urgent needs of the situation is to bring Gandhian Constructive Workers and the Community Projects and National Extension Workers to collaborate in developing Basic education efficiently and quickly.

CHAPTER III

The Administrative Set-up and Basic Education

We have already stated and we repeat it now—we had the distressing experience of seeing Basic education being slowed down, mis-directed and retarded, due entirely to Basic education being organised under the wrong administrative set-up. Though the ideological battle for Basic education has been more or less won as a matter of educational policy, it is our experience that educational authorities with some conspicuous exceptions do not either fully understand the practical implications of the new system or what is worse, they do not care to understand the same. One classical instance is that of the inspection of Basic Training schools and Basic Schools by Inspecting authorities at different levels who have had no training in Basic education and who are sometimes even hostile to Basic education. The lack of training in Basic education of those in charge of Education Departments at higher levels also tends to create misdirection when such authorities are put in charge of building up Basic education. We must face the fact that there are yet many prejudices and misunderstandings in the minds of educational authorities in several States and yet it is unavoidable that Basic education has to develop under them.

We have taken the view that the old method of developing Basic education exclusively through the addition of one compact area of Basic institutions to another, slowly from year to year, should now be given up in favour of taking the whole of Elementary education and turning it vigorously towards Basic education by progressive introduction of the various aspects of Basic education simultaneously in all Elementary schools. This will need the conversion of the whole of Education Departments from top to bottom to the Basic pattern of education in so far as Elementary education is concerned. It will not be possible to turn all Elementary schools progressively and quickly into Basic Schools as envisaged in the general plan we have already outlined, unless the whole Education Department is transformed in every State to meet the requirements of such a revolutionary change.

The implications of such a transformation should be clearly understood. It will not be enough that Education Departments mechanically accept the policy of Basic education, but there will have to be full and clear understanding of the implications of Basic education and specially of the practical and day-to-day steps that will have to be taken in implementing the programme. This means the adequate and appropriate training of educational officials in Basic education at all levels in Education Departments. Inspecting officials actually working at the Basic school level as also those in the higher ranks of Inspection work, District and Divisional or Regional Officers, Deputy Directors and Directors of Public Instruction will all require to be trained and orientated in a manner suitable to different levels in the programme of Basic education.

Apart from training of educational authorities, it will be necessary to have a proper set-up of administration which can absorb the shock of the change-over to Basic education and to take necessary steps which will enable Basic education to develop efficiently and extensively in the context of the older system of Elementary education, between which and the new system there are fundamental differences. It will not be possible for us to indicate precisely or in detail what should be the proper administrative set up in this connection. It will also be unwise to lay down any inelastic plan, particularly because conditions and circumstances often vary from State to State. We can, therefore, only indicate broadly what, we consider, may be a helpful set-up. The following points are, therefore, set down in this connection ;

1. In every State there should be an overall officer for Basic education of the highest possible status with training and experience in Basic education. He should have the status of a Joint or Additional Director of Public Instruction. Where such an official is not available now, a suitable one should be selected and trained. The training should be for not less than three months and during at least one month out of the three, he should spend in visiting and closely studying the life and work institutions with a good record of Basic education work.

2. Such an officer should be entrusted fully with the task of converting all Elementary schools in the State into Basic schools within a stipulated period as per the plan we have already outlined. This will certainly include all programmes of training and re-training teachers. He should have authority and control over the entire field of Elementary education. All the personnel in the schools, Teachers' Training schools, the Inspecting authorities concerned and those in charge of equipment stores and distribution of equipments, etc. should come under his control. Orders passed by him should, except for very special reasonable, final within the Elementary Education sector and papers signed by him in this connection should go direct to the Government to avoid delays and difficulties. Unless he is clothed with such authority and responsibility, he will also be caught up in the existing machinery and find himself often helpless to carry out programmes which are absolutely necessary for the successful conversion of all Elementary schools into Basic schools within the stipulated period.

3. In regard to finance, it will be for the Government naturally to lay down what funds will be available from year to year to convert as many of the existing schools into Basic schools, to train and re-train teachers for the same, to buy, stock and distribute raw materials and equipments and for other necessary expenditure. But, once funds are ear-marked for the above programme, the officer in overall charge should have the same authority in spending the funds as is now generally enjoyed by the Director of Public Instruction.

4. Our suggestion that the Joint or Additional Director for Basic Education should have the necessary powers given to him does not certainly mean that the Director of Public Instruction can absolve himself of his own over-all responsibility in regard to this matter. At innumerable points, his responsibility will remain in tact to see that the new programme fits smoothly into the general machinery of the administration

of the Department. The Director of Public Instruction should look upon the Additional Director for Basic education as his close colleague to work out a programme of educational reconstruction from below and to whom necessary powers and controls have been delegated.

5. The training of all personnel in the Education Department in Basic education except the Director of Public Instruction should come under the purview of the Additional Director who will prescribe courses of training appropriate to different levels. The object of the training should be to enable all officers in the Department to play their role effectively at different levels to develop Basic education. The officers who will actually inspect the Basic schools should be as far as possible graduates who have had full training in the principles and methods of Basic education. In the case of already existing inspecting personnel who have had training in the older system, their re-training also must be efficient and thorough and not scrappy or too short as in some States. Whether it is the case of fresh graduates getting full training or officers already in service with the old training, it should be remembered that both will have to do the same hard and pioneering work in the field of Basic education. Moreover, the whole concept of inspection work has also to be changed. The role of the Inspector will be more and more that of guiding and inspiring Basic school teachers than merely recording errors and shortcomings. The Inspector must become the best friend of the school teacher.

In regard to the District Educational Officers and those at a higher level, their training may well be in the form of Seminars.

6. It may also be helpful that Deputy Directors in some of the States who are in charge of different stages of education on a State level are put in charge of regions or divisions in charge of all stages of education. This may need a little explanation. In some of the States now there are Deputy Directors in charge of Elementary education, Secondary Education and even Higher education and at the same time, as in Madras, there are Divisional Inspectors in charge of all stages of education in their respective regions or divisions. This duality should be given up in favour of larger number of Deputy Directors who are themselves in charge of all the stages of education on a regional basis as in Uttar Pradesh. The stage-wise division of work is likely to encourage each stage to develop without intimate and detailed relationship with the other stages, but the region-wise division will help in ensuring that each stage fits in smoothly with the stages preceding and following it.

7. The working relationship between the Additional Director on the one hand and the District Educational officers and other officials at a higher level on the other, in so far as the development of Basic education is concerned, will have to be worked out carefully, so that these officers also play their full part in the new development. This process of adjustment will become easier only when all the officials concerned have had adequate training in Basic education as outlined in some of our above proposals.

8. Even when all schools have become Basic schools, the administrative set-up that we have visualised will continue to be necessary. In fact, it

is only when all schools have become Basic schools that the whole work will have assumed its immense proportions. Many new problems may also then arise. Even now in some States there are Deputy Directors in overall charge of Elementary education. What we have suggested is only one further step for developing Basic education and then stabilising it and improving it from year to year.

It is now for us to set down clearly our ideas for the training of Educational Officers at the different levels in so far as such training is related to the administrative set-up. We are not here dealing with the contents of training as such, since that is dealt with elsewhere.

(i) The Directors of Public Instruction should be trained at an all-India level either at a Seminar or in some other suitable form. The programme for the training period and the training course itself should be in the charge of the best Basic educationists in the country and arranged by the Union Ministry of Education. We would strongly plead that such training should be conducted in a place which has already established a reputation for the excellent training of Basic teachers and where there is a good compact area of Basic schools. The Seminar or any other suitable method of training at this level should be conducted in the environment in which Basic teachers, Training and Basic schools are a reality. Therefore places like New Delhi will not be very suitable venues for the Seminar.

(ii) The training of other personnel in the Education Department of the various States should be the responsibility of the Additional Directors of Basic Education and at a State level.

In regard to the training of teachers for the Basic schools themselves, we clearly visualise three types of training which are as follows:—

1. A two-year course of full training in Basic education for post-Basic and matriculate candidates as is now obtaining in some of the States.
2. A shorter course of retraining for the very large number of teachers who have already had training in the old way and now constitute the majority among Elementary school teachers. In the Bombay State, this retraining is for one year; in Madras it is for three months and in some other States for shorter periods. It is our view that the period of such retraining should be at least five months. Any shorter course of training will be very inadequate.
3. The third type of training should be what we call 'in-service' training and this will be a continuous process and will apply equally to those who are trained fully for two years or retrained for shorter periods. All trained Basic school teachers should come back to their Basic Training schools or to other suitable centres for one day every month and should sit with the staff of the Training school and the local training school and the local Basic trained Inspecting Officer. Every problem concerning the Basic schools must be discussed at these meetings; the work of every month reviewed and the work for the next month drawn up and clearly explained.

As we consider this 'in-service' training to be most important, we make no apology for putting down the following detailed suggestions in regard to this :—

1. The staff of the Training school, the local Inspector and a few selected representatives of Basic school teachers in the area concerned should constitute a local staff council with the Headmaster of the Training school as the Chairman and the local Inspector as the Convenor.
2. This Council should draw up for the ensuing academic year specific objectives for the year's work and an outline plan for each month, of activities and topics of subjects that may reasonably and profitably be taught in correlation with these activities and in general conformity with the syllabus requirements.
3. The yearly plan so drawn up may include :—
 - (i) Familiarising new entrants with the democratic set-up of the school, based on student self-government.
 - (ii) Preliminary organisation of kitchen and residential life wherever possible.
 - (iii) Congregational prayers.
 - (iv) Sanitation work.
 - (v) Community duties.
 - (vi) School assembly for news, announcements, etc.
 - (vii) The school parliament with the school cabinet and its responsibilities.
 - (viii) Gardening and agriculture.
 - (ix) Spinning and weaving and subsidiary crafts.
 - (x) Familiarising the children with the method of learning through work and activities.
 - (xi) Some extension work in the neighbourhood of the school.
 - (xii) Preparation of easy charts, manuscripts and teaching aids in higher classes.
 - (xiii) Organising the Reading Room and the Library.
 - (xiv) Organising a museum with exhibits.
 - (xv) Celebration of festivals and special National days.
 - (xvi) Games.
 - (xvii) Cultural and recreational activities like dramatic entertainments, *kalakshepams*, *bhajans*, etc.

The staff councils should also take the responsibility of organising detailed and scientific survey of the physical environment and the social environment of the Training school and the Basic schools under their

jurisdiction. We have stressed this matter, clearly indicating that if correlation is to be successful, it should not only be with productive work but with the natural and the social environments and that, therefore, a study of these two environments becomes very essential. The staff council can do a great deal in this connection.

There are many more details which are relevant in drawing up the programme of 'in-service' training but these may be left to the local authorities and the Additional Director in charge of Basic education.

Decentralisation of administrative and financial powers will become imperative, if Basic education is to spread efficiently and quickly. Ultimately the success and efficiency of Basic education in a country like ours, where the vast majority of Basic schools and Basic Training schools will remain spread out in rural areas, will depend on a considerable measure of decentralisation. Without decentralisation, the reality of local support will remain only a dream. There is now too much centralisation, so that even in regard to small matters, papers go up and down leading to interminable delays. We came across instances in which local school teachers had to write for months before getting even small things done like minor repairs, getting raw material or equipment even when sanctioned long ago. We are considering only decentralisation of powers and control within the educational administrative set-up. We, therefore, wish to make the following proposals :—

(i) The local unit of control and supervision may be a Committee or Council consisting of the staff of the Basic Training school, the local Inspector of Schools and some chosen Headmasters of Basic schools in the area. The Headmaster of the Training school may be the Chairman and the local Inspector the Convenor.

(ii) This Council should be vested with powers to incur necessary expenditure for minor repairs of buildings and repair of equipment, for purchasing raw materials and equipment, etc. It should also be authorised to sell school products and to receive payment. This procedure should be applicable to both agricultural and craft work. Every Basic Training school should also become a craft store for the local area so that quick deliveries may be made to Basic schools as and when need arises. The Headmaster of the Training school should be given sufficient funds and authority to make purchases and to distribute raw materials and equipment subject to the usual audit. What must be avoided is the making of indents to be sent to distant Headquarters and waiting for some one else to make the purchase and to supply equipment and raw materials. Long distance and long time procedure will be entirely unsuitable in a situation in which Basic education has to spread quickly and efficiently. Wherever possible, the authority and funds for purchasing craft equipments and raw materials may even be given to the Headmasters of Basic schools themselves.

The marketing of whatever is produced in Basic schools and Basic Training schools should also be left to the local council. When we enquired why yarn and cloth were lying locked up in some Basic Training schools and Basic schools in some States, the answer was that the Headmaster had no authority to sell anything even if there were purchasers willing to buy. We thought that this was absurd. This occurred

in States where productive work is under-stressed and even discounted. Since productive work was unimportant, whatever was produced was also unimportant seemed to be the idea! It struck nobody that this kind of waste and purposelessness was very bad education.

It has also to be remembered that even when local councils have done their best to market whatever is produced in the Basic Training schools and the Basic schools in the area, there may still be left over considerable quantities of products unmarketed. It is, therefore, imperative that Governments concerned should bring about close liaison between the Education Department and the Departments of Village Industries, Cooperation and Rural Development. In Madras State, the Rural Welfare Department buys all surplus yarn and cloth from Basic institutions. In no case can the Government wholly divest themselves of responsibility in this matter. We have also had before us a detailed proposal by one of the members of our Committee for decentralisation on a wider basis and we have included this matter as Appendix 11 to this Report and it is certainly worth careful study.

(iii) One of the most centralised things in the present day educational system is examinations. Even here, decentralisation is necessary in Basic education. In Basic education the tests are not merely academic but a synthesis of academic skills and the skills of practical and productive work. Moreover, in a Basic school or Training school, the tests are continuous and held throughout the year. The question of passing or failing candidates is best left to the Headmaster and staff of the Basic Training schools and the Basic school. In the context of the traditional type of examinations holding the field everywhere and in order to secure certain minimum standards applicable on a State-wide basis, the only compromise may be to allow a few written examinations for which quest on papers are set by a State Board in the case of Basic Training schools. Even in the case of such written examinations, the valuation of answer papers should be left to the staff of the respective institutions and it should be ensured that the questions are the objective type. More emphasis, however, should always be laid on the assessment of the continuity of progress of each student than on periodical written tests. In this connection the example of Madras is worthy of study. Madras State has adopted a system of examination in Basic Training schools on the following lines :—

Examinations should really be internal, i.e., Headmaster and staff should be the final authority for passing or failing a candidate. Nevertheless, in order to ensure in the present circumstances certain common necessary standards on a state-wide scale, there should be some common question papers on certain subjects set by a State Board. But these answer papers will be valued by the Headmaster and staff concerned and their valuations will be final except in cases where the candidate has a clear grievance and then such a case may be referred to a suitable higher authority through the Headmaster.

The question papers should be on the following minimum number of subjects :—

- (i) Educational Psychology and Child Study ;
- (ii) Principles of Basic education and School Administration ;

- (iii) Methods of teaching and general language paper without any reference to a textbook.

(Methods of teaching English should, however, be examined in the Senior Basic Grade as long as English is taught as one of the optional subjects in Basic Schools).

The nature of the questions should be objective in all these papers and in the case of the general language paper, it should be of the essay type in order to test the capacity of the candidate to express himself fully and clearly, besides testing his knowledge of the history and development of the language itself.

These written examinations are agreed to only because Basic education is at present called upon to develop in the context of the much larger background of the present system largely given to written examinations. The relative importance of these written examinations to the whole of internal assessment should be properly balanced. Therefore, as against the three written papers for the Junior Grade and four for the Senior Grade, internal assessment should be under the following five distinct heads :

- (1) Health and Hygiene (including Physical education).
- (2) Gardening and Agriculture and Kitchen work.
- (3) Spinning, Weaving and other crafts.
- (4) Community training and Cultural activities.
- (5) Work in Practising Section.

We wish to add that it would be good if Education Departments would set up for the purpose, Assessment Boards at different levels to conduct administrative checks and sample tests of the work of Basic schools and Basic Training schools at convenient levels. The system as recommended in the Zakir Husain Committee's Report may be profitably studied again for the setting up of such Assessment Boards.

Before we conclude this Chapter, there is another matter of importance to which we must refer. It is very necessary to associate non-official and public effort with that of Education Departments. This may be done by setting up Statutory Basic Education Boards at State-level with adequate powers to guide governments in the work. It was only in Bihar and in Assam that we found Statutory Boards of Basic education. Chosen members of the Legislatures, eminent non-official educationists and representatives of Governments etc. should sit together in such Boards under the Chairmanship of Ministers of Education to help in planning and executing schemes of Basic education. This will help to bring public opinion to appreciate and support the rapid development of Basic education on a State-wide basis. The importance of securing public cooperation cannot be exaggerated.

(II) Relative Costliness of Basic Education

There is a general view that a Basic school is more costly than an ordinary school. This is followed by the corollary that that is why Basic education cannot be spread quickly or early. This view has to be carefully studied and neither accepted nor rejected without scrutiny.

To begin with, the issue itself needs to be made clear. It is admitted on all hands that what goes on in the name of Elementary education in India is very unsatisfactory. What is meant by this is :—

- (1) School accommodation is bad ;
- (2) The quality of teaching is poor ;
- (3) Educational and other school equipment is very inadequate ;
- (4) Education is too bookish and too little conducive to personality and social development of children ;
- (5) Almost no provision for cultural and recreational programme is made ;
- (6) Even academic standards are poor ;
- (7) There is a wide gulf between the school and the community.

Even if there was no Basic education programme in the picture, Elementary education in the country will not be worth the name without improving it at each one of the above seven points and most of them will undoubtedly result in increased expenditure. We have grave doubts if all those concerned have yet fully realised the pitiable state in which Elementary education is, quite apart from Basic education. The fundamental thing, therefore, to understand and to accept that, whatever relative higher costliness may be attributed to Basic education, is almost wholly the increased cost of pulling up Elementary education from its hopeless plight at the present time. It is impossible to conceive that independent India can permit the continuation of the present plight of Elementary education, even if Basic education were put away.

Apart from the above points at which improvement is so much called for, what possibly are other items of increased expenditure in connection with Basic education ?

These are :—

1. More land for Basic Training schools and Basic schools ;
2. Raw materials for both ;
3. Craft equipment for both ;
4. Re-training in Basic education of already trained teachers.

Before dealing with the above four matters, we would like to clear another point of importance in this connection. We may be asked, in fact we were asked by many people, if the salaries of Basic teachers should not be more than the salaries of teachers in ordinary Elementary schools. It is true that in one or two States Basic teachers are given some additional emoluments. It is equally true that the Basic teacher has to work harder than the ordinary Elementary school teacher. We also realise that when Basic education was first introduced, it was perhaps necessary to give some additional inducements to teachers to come eagerly into the new programme. But, taking all relevant data into careful consideration at the present juncture, we are clearly of the view that the issue of increased salary to teachers in Basic schools, simply because they are in Basic schools, should not be raised or entertained apart and separate from the paramount need of giving better salaries to teachers in all Elementary schools, whether Basic or non-Basic. Basic teachers will

ultimately gain nothing by taking a separate stand on this question. If they do, all other teachers are likely to develop ill-will towards those working in Basic schools and unconsciously against Basic education itself. Moreover, we are taking the unequivocal view that all Elementary school should become Basic schools within a stipulated period. Any advantage given to Basic teachers, therefore, will be special only for a very temporary period.

Let us now consider the above four points of what may legitimately be considered to involve additional expenditure just because ordinary Elementary schools become Basic schools.

1. More Land for Basic Training Schools and Basic Schools

Kitchen gardening and agriculture are very important items in Basic institutions and through the various States that we visited, we were happy to find that special stress was laid on these two items. Naturally, therefore, the provision of enough land for these institutions becomes unavoidable.

This is the era of *Bhoodan* and *Bhoodan* for schools may fit into the whole programme of educational reconstruction very appropriately. In some States where *Bhoodan* for schools has been organised by the Chief or Education Ministers, the result has been encouraging. If State Governments will take up the *Bhoodan* movement for schools, it is certain that innumerable schools can get more or less the required land. It is not necessary always that the land should touch the school premises. Land acquired may be within good walking distance of schools. Where land cannot be acquired outright, suitable land may be leased. It may well be that when all voluntary gifts and efforts are made, there will still be schools without land. More emphasis should be laid in such schools on crafts other than on agriculture.

Wherever suitable land is obtained and water facilities exist or are given, there will be a steady income from kitchen-gardening and agriculture, kitchen-gardening for the smaller children and agriculture for the older ones. In several places we found that income from agriculture was not at all inconsiderable and in some cases even more than from other craft work.

The two things to bear in mind, therefore, are that land for schools should become *Bhoodan-for-schools* movement. Such a movement will bring the school and the community closer to each other; and secondly, there will always be a steady return from agriculture.

2. Raw Materials

There is no question but that investment on buying and stocking raw materials for the steadily increasing number of Basic schools and the Basic Training schools will mean additional expenditure. But, if craft and other productive work is even fairly efficient, cost of raw materials can be recovered within the first year itself. This is proved by the experience already obtained in Bihar, Madras and Orissa. This proposition should not be difficult to understand, quite apart from some facts and figures available in these States. Raw materials are converted into finished products without payment of labour charges, because the whole work is part of the educational process in Basic institutions in which students naturally participate and, therefore, what is produced can and will pay back the

cost of raw materials. The one essential condition, of course, is that productive work is organised with some care and efficiency. Since the cost of raw materials is paid back by production, whatever is originally spent can be kept on rolling from year to year.

3. Equipment

This is perhaps the most conspicuous item calling for additional expenditure. In Madras, for instance, it is estimated that the cost of equipment will be about Rs. 200/- per Basic teacher. Every Basic teacher will have about 30 children on the average and a sum of Rs. 200/- is provided to buy equipment for these children. Experience in the Madras State has shown that wherever craft work is organised systematically, it is possible to pay back the cost of equipment within about five years. In one of the good senior Basic schools in Madras State where 11 teachers are working with a strength of 384 pupils, craft equipment was supplied at a cost of about Rs. 3,500/- and in one academic year alone there was a net income from craft production of Rs. 1837-12-0. Such an institution will pay back the cost of craft equipment within a period of two or three years.

From experience so far available in States which have stressed the value of productive work in Basic education, it may be safely said that money spent on craft equipment can be recovered within about five years under normal conditions of efficiency.

At present, craft equipment and raw materials are supplied free to children in Basic schools. Craft equipment is kept in the schools and while children are allowed to use them, they cannot be taken home by the children. We have been told, and we think it should be possible, that about 50% of the children can pay for the craft equipment and even in the case of the rest the price may be recovered in small instalments. In that case, the craft equipment will belong to the children and they can take them home and other members of the family may also join in producing articles. If the expenditure on craft equipment is thus reduced, the cost of Basic education at once becomes less.

If the whole problem of the cost of equipment is dealt with in the manner, above it should be possible to recover most of the cost of equipment within a few years. Full advantage should also be taken of the present arrangements made by the Khadi and Village Industries Board under which cotton-craft equipment is available at considerably reduced costs to *bona-fide* institutions engaged in Khadi production.

We are, therefore, convinced that the cost of equipment is not such a bogey of additional expenditure which need frighten the promoters of Basic education.

There is another factor to be considered in this connection. Under existing Departmental Rules, costly school buildings become imperative, costly in relation to the general background of the poverty of India. But we have seen good Basic schools run by private agencies in simpler and cheaper buildings. It has become necessary to make clear that less costly buildings than are stipulated under the rules and which fit into the village pattern should be quite adequate for Basic schools in most places. Instead of complaining that Basic education is more costly, we should

consider ways and means of reducing cost wherever possible without impairing efficiency. A committee of Rural Engineers and Basic Education Experts may be set up by the Union Ministry of Education for the purpose of drawing up plans for cheaper and simpler buildings for Basic schools and Basic Training schools.

4. Re-training of Already Trained Teachers

This item certainly represents additional expenditure. But it will be necessary only for a limited number of years and certainly not for more than five to seven years. We have suggested that the minimum period of re-training should be five months. In Madras State, re-training of already trained teachers is arranged in such a manner that no substitutes are appointed in the place of those sent up for re-training. At no time is more than one third of the teaching staff removed for re-training and then the remaining two thirds take over and share in the work. This programme has worked successfully and may well be tried by the other States. If substitutes are always appointed in the place of those sent for re-training, then the cost will be much higher and this can be avoided. Considered in the light of these limiting factors, this item of expenditure need not also assume proportions beyond the capacity of normal budgetting. The additional cost of re-training a teacher already trained in the older method for three months as now obtaining in the Madras State is only about Rs. 90/- which includes a monthly stipend of Rs. 25/- and travelling allowance.

In regard to land, raw materials and equipment, we have therefore to balance initial investment with recurring income from year to year. When all such balancings are made, it can be shown that Basic education, because it pays back something not inconsiderable from year to year, is really better Elementary education at minimum extra cost and in the long run at no extra cost at all. On the positive educational side, the quality of teaching will have improved, education will cease to be merely bookish and become more conducive to the development of resourcefulness and responsibility in children. The gulf between the school and community will tend to disappear and Elementary schools will become places humming with purposeful activity. It is our emphatic view that Basic education would be an improvement in every way on Elementary education, costing less than any other practical programme for such improvement.

What we have stated should show that it is wrong to put forward the argument that the cost of spreading Basic education within a stipulated period will be prohibitive. The truth is that in any case Elementary education must be improved without delay and the Central and State Governments have clearly laid down that improvement is best done through Basic education and if Basic education is organised properly, it will on the whole be the cheapest way of improving Elementary education under the circumstances obtaining in our country.

(iii) Productivity in Basic Education

Productive work occupies a central place in the whole programme of Basic education. A good part of learning must be correlated with direct experiences of growing boys and girls in various processes of productive work. While, therefore, productive work is important as

such in Basic education, it is even more important as the vehicle of learning. This naturally means that productive work and learning become vitally integrated into the unity of education. The major result of productive work in Basic Education has to be undoubtedly education itself, in the richest sense of the word. Even so, the resultant of material goods through productive work becomes the inescapable corollary. The more the productive work, the more the learning and equally the more this resultant of material goods in the programme of Basic education. When thousands of schools in an area become Basic schools, productive work will gather momentum and volume and the resultant would be great quantities of material goods like grain, vegetables, cloth, etc. Now these articles so produced are very tangible things and can always be measured and valued. The measuring and valuing of all that is produced is as important as the assessment of learning that takes place at the same time. Therefore, we propose to give consideration in this chapter to productive work in Basic education and hence, to what may be produced and to measuring and valuing the material products.

As we have already stated earlier, we met some of those in charge of Education in a few of the States we visited, who held the view that productive work should be considered solely as the vehicle of learning and therefore from the point of view of learning only and not from that of material goods produced. In their case, there was, thus, hardly any question of measuring or valuing material goods produced as a relevant test of the efficiency or success of Basic education. If learning took place through productive work or through any other work, it was immaterial what quality or quantity of materials were produced and it was thoroughly irrelevant to calculate the economic return from the materials produced. This point of view was put forward, as already pointed out, in Uttar Pradesh and West Bengal with conviction and vigour. The assumption was, that this was the proper educational view and any mixing up of the issue of economic returns would pull education down to a lower level. We were surprised at this point of view. The fallacy inherent in this attitude and outlook is not difficult to expose. Even if productive work or what is called creative work is accepted only as the medium of learning and not with a view to some economic advantage, there will have to be provision for land, wells, agricultural and craft equipments, different raw materials and specially trained teachers etc. When these are provided in tens of thousands of schools, the cost will not be inconsiderable by any means. It should be clear to any one who gives thought to this matter that all this expenditure should not be allowed to go down the drain pipe through inattention to the quality and quantity of production under the illusion that scrappy, inefficient and careless production can ever be good education. It is educationally unassailable to hold firmly that if productive work is to be a good vehicle for learning, then productive work should be organised and developed carefully, systematically and efficiently and as soon as this is done, the inevitable result will be the piling up of material goods which would be usable and needed by the boys and girls themselves, their families, their friends and the whole community. Such material goods cannot and should not be thrown away or given away gratis all the time or to every body. This means, without any doubt, an income and since the level of income will be related to the quality and quantity of the

goods produced, the income itself becomes indirectly at least the test of the efficiency of production and, therefore, indirectly again the test of the educational process. Why should anybody run away from this logic? The logic itself is irresistible. Efficient productive work, the maximum of learning through it, the resultant of increasing quantities of usable material goods and, therefore, the deriving of an income are all the closely inter-related parts of the same integrated picture of Basic education.

We have tried hard to understand and analyse the resistance to the validity of productive work and some definite economic gain in the concept and practice of Basic education. We are sorry to have to say that it is our opinion that this resistance comes from a certain assumption of intellectual and academic superiority which fare meaningless and from inability to organise productive work efficiently in a large number of Basic schools.

Our assessment of the productivity in Basic education includes among other considerations, very definitely the idea that the measuring and valuing of all that is produced is not only relevant but essential. Where, as in the whole of India, there will be tens of thousands of Basic schools, the measuring and valuing of production itself becomes a significant educational process and at the same time will point the way to considerable economic gains for the Basic schools themselves and for the State. We were told solemnly at very high level in one of the States that any income from production in Basic schools will have no bearing at all worth the name on the educational budget. We do not agree. If our premises are correct—and we think they are—then the income from production from a vast number of full-fledged Basic schools with eight grades in each of them will not be inconsiderable and will constitute a factor to be reckoned with. Just now, with only very few Basic schools in India and even these few generally inefficient, the stream of production is only a thin little trickle and it will be very unwise to judge future developments in this regard on the basis of what is now taking place. The little trickle may yet become a great stream of increasing production and then the economic factor will naturally assume a new proportion. While the picture is, therefore, just now very inadequate, there is even now sufficient in it to indicate the above possibility. There are facts and figures from Bihar, Madras, etc., which will bear out that such a possibility may not be dismissed lightly. But of these, a little later. Before we come to some facts and figures available, we wish to clear the concept of productivity itself in Basic education as we understand and uphold it and that is what we have tried to do in the above paragraphs. We cannot do better in concluding these paragraphs than by taking the following quotation from the statement on the concept of Basic education issued by the Standing Committee on Basic Education :

“The effective teaching of a Basic craft, thus, becomes an essential part of education at this stage, as productive work done under proper conditions not only makes the acquisition of much related knowledge more concrete and realistic but also adds a powerful contribution to the development of personality and character, and instils respect and love for all socially useful work. It is also to be clearly understood that the sale of products of craft work will meet some part of the expenditure incurred

on running the school or that the products will be used by the school children for getting a midday meal or a school uniform or help to provide some of the school furniture and equipment.

"As there has been controversy and difference of opinion regarding the position of craft work in Basic schools, it is necessary to state clearly that the fundamental objective of Basic education is nothing less than the development of the child's total personality which will include productive efficiency as well. In order to ensure that the teaching of the Basic craft is efficient and its educative possibilities are fully realised, we must insist that the articles made should be of good quality, as good as children at the stage of their development can make them, socially useful and, if necessary, saleable. The acquisition of skills and the love for good craftsmanship have deeper educative significance than merely playing with the tools and raw materials which is usually encouraged in all good activity schools. This productive aspect should in no case be relegated to the background as has been usually the case so far, because directly as well as indirectly, efficiency in the craft practised undoubtedly contributor to the all-round development of the child. It sets up before children high standards of achievement and gives them the right kind of training 'n useful habits and attitudes like purposeful application, concentration persistence and thoughtful planning. While it may not be possible to lay down specific targets for productivity at this stage, it should be the teacher's endeavour to explore its economic possibilities fully with the emphatic stipulation that this does not in any way conflict with the educational aims and objectives already defined. However, it has to be stated that, in the upper classes of Junior Basic schools and in the Senior Basic schools, it should not be difficult for States to lay down certain minimum targets of production in the light of carefully assessed experience."

At this point another elucidation appears to be necessary. Even some of those who accept productive work as the core of Basic education have not hesitated to ask if it is necessary or even desirable to put the strain of any productive work on the younger children in the Basic schools. What they ask is whether children in the first and second grades should be given any productive work at all. We have no hesitation in saying that in the first and second grades in the Basic schools, whatever productive work is given should be as simple, easy and pleasing as appropriate to children at that age level. Such activities as the growing of green vegetables or spinning on the *takli* can be made extremely interesting to children, if teachers take sufficient care to do so. The implication of this is that the responsibility of keeping in view the concept of productivity in Basic education at this stage will be more with the teachers than with the children and the teachers should know how to guide the activities of the children so that they do not become a strain on the children. It will only be the most elementary purposefulness and direction which will enter into the picture at this stage, but from the third grade onwards such purposefulness and direction will go on steadily increasing from grade to grade. The process of learning through finding answers to the why and how of many little things done will thus be there from the start and it will continue and increase as an unbroken thread throughout the period of schooling. In the first two years, learning will gently accrue from very simple activities, but later learning will come as the result of a steadily growing

conscious process. No targets of production need be set during the first two years during which all that is necessary is to accustom the children to certain norms. We were sorry to note in some places that the whole of this matter is very little understood by even Basic-Trained teachers and the result showed itself in a tendency somehow to achieve certain targets of production by even the younger children which certainly put a strain on them. We wish, therefore, to rule out targets of production in the first and second grades of Basic schools and to replace the concept of targets by that of norms for this stage. After all productivity is a relative term and it is for the trained teachers to regulate it in such a manner that whatever is done is appropriate to different age levels. Just as learning itself is always very elementary in the earliest years, work also will only be inequally elementary forms.

It is now necessary to study productivity in relation to what is called 'self-sufficiency in Basic education'. We found that self-sufficiency is neither understood nor explained in the same manner even by many of those who are devoted to Basic education. The meaning and scope of self-sufficiency seem to have undergone more than one change and are even now interpreted in different ways by different authorities. There is no doubt that originally Gandhiji thought of self-sufficiency as something which would meet the recurring expenses in Basic schools from income derived from productive work done by boys and girls in Basic schools. Gandhiji did explain at one time that recurring expenses meant mainly salaries of teachers. But as in many other things Gandhiji kept an open mind on this matter also and explained later that the idea of the proceeds from craft work in schools being sold and the amount thus received being deposited in the Treasury by way of a refund to the State or to the Management to cover the amounts spent on the salaries of teachers, was a somewhat narrow conception of self-sufficiency in Basic education. Society or the State should provide land, buildings, equipment, raw-materials, guidance, supervision, etc., and the teachers and the pupils working and learning together will constitute a cooperative family producing and using for themselves what they need for food, clothing and other essential requirements of life. This broader idea of self-sufficiency, in our opinion, will suit residential schools better but unfortunately there are only very few residential Basic schools in the country.

During our visits to various States, we were confronted with different ideas and practices concerning self-sufficiency in Basic schools. In Bihar the practice of remitting the proceeds from craft work in Basic schools into the Treasury still holds the field. But there was one experiment at least we saw in Hansa in the district of Dharbhanga which seeks to implement the broader idea of self-sufficiency which came from Gandhiji, to the extent of the school produce contributing a fair proportion towards a noon meal and a school uniform for the children and for paying back a portion of the recurring expenditure of the school into the Treasury. The picture is more or less the same in some of the other States like Bombay, Orissa and Madras as in Bihar generally. In Madras, however, specific targets of production are set from grade to grade in Basic schools on the basis of money valuation. This system in Madras which commenced in

1951-52 continues up to date. The targets of productivity on a steadily increasing scale as laid down by the Madras Government are as follows :—

		Rs. A. P.
(1)	A net per capita monthly income for Grade I :	0 1 0
(2)	-do- II :	0 3 0
(3)	-do- III :	0 5 0
(4)	-do- IV :	0 8 0
(5)	-do- V :	1 0 0
(6)	-do- VI :	1 8 0
(7)	-do- VII :	2 0 0
(8)	-do- VIII :	3 0 0
(9)	-do- 1st year in the Training school :	2 0 0
(10)	-do- 2nd -do-	3 0 0

A steadily increasing number of Basic schools and Basic Training schools already show the possibility of achieving the targets.

The recent further elucidation of the idea of self-sufficiency issued on the authority of the Standing Committee on Basic Education has been widely welcomed. "It is to be clearly understood that the sale of products of craft work will meet some part of the expenditure incurred on running the school or that the products will be used by the school children for getting a midday meal or a school uniform or help to provide some of the school furniture and equipment." We found that the idea that the net income from agriculture and craft work of pupils in Basic schools may be utilised to provide noon-meals to children and also one or two sets of clothes for them is acceptable in many quarters.

We recommend, therefore, that when all Elementary schools have become Basic schools and consequently productivity would be on an immense scale, then an equal division should be made as between the State and the schools. There will be enough to divide and what the State and the schools will receive on the basis of an equal division will certainly make a difference. The fifty per cent which the State will receive under such an arrangement may well cover the cost of craft equipment. Here when we say 'schools' we mean the school children. We hold firmly to this view. In this connection, it would be good to keep in mind two vitally balancing factors.

The first is the fully accepted inadequacy of funds available even under the Second Five-Year Plan to adequately spread or improve Elementary education. During our tours in the various States we did not come across more depressed persons than the Education Ministers. They all spoke desperately of the lack of funds to spread or improve Elementary education. The consensus of opinion among them was clearly that neither the spreading nor improvement of Elementary education during the Second Five-Year Plan would be commensurate to the needs and challenges of the quickly changing situation in the country. Let no one who still speaks lightly of productive work in Basic schools or under-values any income that might accrue from such productive work forget for one moment that even in 1956 and the immediate years to follow the highest problem before educationists is that of finding adequate

funds to promote education at various levels and particularly at the bottom and that they themselves are among the conspicuous mourners over such a situation.

The second balancing factor is that provided by the distinct possibility that when tens of thousands of schools have become Basic schools, the stream of productivity can swell into a great current and that the proceeds from such production will be considerable.

It is by keeping these two factors in mind that we have arrived at the conclusion that 50% of the net income should go to the State to help spread Education and the other 50% for the benefit of the boys and girls in Basic schools in some tangible manner. We should not judge the possibilities of productivity from what is going on at present. We are convinced that productivity in Basic education has not yet had even a dog's chance as a whole anywhere in the country. But, if we believe in Basic education and are putting our hands to the task of building it everywhere in the country, we must hold fast to the hope that the whole picture will be totally different from what it is today. In planning for the future and working for it, let us not be dragged down by the limitations created by ourselves in regard to the development of Basic education. It would be wrong to make mistakes and it will be even more wrong to conceive the future in terms of those mistakes. The first good result from a frank acceptance of error is to correct the error and go forward with increased conviction and efficiency.

We have now to deal with the actual picture of productivity in Basic institutions to the extent we were able to see it in the States we visited and we were able to study the same from a mass of confused information supplied by the Education Departments of those States. Productivity in Basic schools in such States as Delhi, Uttar Pradesh, West Bengal, Mysore, Andhra, etc. was not such as could lead us to any worthwhile conclusions except that the work was being done very unsatisfactorily. In the case of Uttar Pradesh however, we saw a fairly good measure of productivity in agriculture work in Basic Training schools and even in some Basic schools, though other craft work was unsatisfactory. It was only in the States of Bombay, Madras, Bihar and Orissa that we saw care being given to productivity with fairly good results. When we speak of productivity, we have largely in mind full-fledged Senior Basic schools, since it is only in the Senior Basic Grades that productivity comes into its own as a factor to be reckoned with economically. The number of Senior Basic schools even in States like Bihar, Madras, Bombay and Orissa is comparatively very small. For instance, in the Madras State which has on the whole nearly 2,000 Basic schools now, the number of full-fledged eight-graded Basic schools is only about 20, though in the Second Five-Year Plan it is expected to reach 200. In Bihar the number of Senior Basic schools today is about 100. It should, therefore, be clearly understood that assessment of productivity can only be on the basis of the achievement of a very small number of full-fledged Senior Basic schools and of a much larger number of schools which are only slowly developing into full-fledged Senior Basic schools.

The position we, therefore, take is that what has become possible even in a small number of normal full-fledged Senior Basic schools

should be possible in more and more such schools as they develop all over the country provided the necessary facilities are given. We have seen much failure in this particular matter of productivity, but we have seen and studied enough about it to give us the confidence that under appropriate conditions productivity and the income from it can become a significant factor in the expansion and the improvement of Elementary education in India.

We give below some selected facts and figures gathered from a mass of data, much of which is irrelevant for our purpose :—

Bombay State

I. Statement of productivity showing information on account of the Basic school (Practising school attached to Basic Training Centre) Loni-Kalbhori, Distt. Poona, for the year 1952-53.

	Standards							TOTAL
	I	II	III	IV	V	VI	VII	
(1) No. of pupils in the school grade-wise	34	27	23	28	29	19	29	188
(2) Total production during the year in money value :								Rs. 2,241—8—9
(3) Gross income during the year in money value :								Rs. 2,347—3—9
(4) Actual expenditure during the year :								
(i) Salary of teachers including Dearness Allowance :								10,345—8—0
(ii) Craft contingency								645—8—3
(iii) Rent, rates and taxes, if any.								Nil
(5) Net income during the year in money value with amounts of actual remittance into the Treasury or Govt. accounts.								1,557—4—6

N.B. Here then is a Basic school of seven grades with 188 children producing the net income of Rs. 1557-4-6. Therefore, the income from each pupil per year is Rs. 8-4-6.

II. Surat District: (A) From the facts and figures supplied by the District Educational Inspector, Surat, we extract the following figures :—

24 Basic schools with approximately a little over 4,000 children earned the net income of Rs. 8352-11. In other words, the average, income per child per year was about Rs. 2/-. We have this figure, therefore, from a fairly large number of Basic schools in a District.

II. (B): Basic School, Vedehhi: This school at Vedehhi is another example like the Hansa Basic School in the District of Darbhanga, Bihar State wherein the wider concept of self-sufficiency is sought to be implemented. The following figures have been made available to us concerning productivity in this school :—

- (1) In 1952-53 the number of pupils was 133.
- (2) The value of work done by the children during the year for their own self-sufficiency through agriculture and khadi was Rs. 1,209-7-9.
- (3) The value of work done by the same children for the same period for the school was Rs. 421-11-0. through khadi and agriculture.
- (4) The total value therefore, of all the work done by the children for the period was Rs. 1,631-2-9.

III. Dharwar District: The following figures from the Practising Basic school attached to the Government Training College are extracted :

The average net income per pupil per year in 1954-55 was Rs. 5-4-0. There were 400 pupils. The net income for the school, therefore, during the year is Rs. 2,025/-.

IV. Bijapur District: From the facts and figures supplied by the Bijapur District Educational Inspector, we give the following extract :—

The average money value of the goods produced in a year, by each pupil was Re. 1/-. The profit after deduction of the cost of raw materials was Rs. 0-8-6 per pupil per year.

ORISSA STATE

There are some over-all figures available from Orissa. There are 337 Basic schools of which full-fledged Senior Basic schools are 15. The average money value of the goods produced in a year by each student is about Rs. 5/- and the profit after deduction of the cost of raw materials is Rs. 1-5-9 per student per year.

BIHAR STATE

We give below a very brief summary of the over-all picture of productivity in Basic schools in Bihar. It should be remembered that in Bihar, they calculate the percentage of self-sufficiency meaning the percentage of income in relation to recurring expenditure which almost wholly means the salaries of teachers.

Deposits in the Treasury from Basic Institutions over a Period of Years :

<i>Years</i>	<i>Deposits</i>
1949-50	Rs. 1,31,755/-
1950-51	Rs. 3,32,167/-
1951-52	Rs. 3,26,886/-
1952-53	Rs. 3,49,525/-
1953-54	Rs. 3,13,693/-
1954-55	Rs. 6,97,708/-

N.B.—During this period the number of institutions remained almost constant, i.e., 535, as we were informed.

The economic returns in detail of Bihar Basic institutions during the year 1954-55 are also given below :—

Economic Returns of Bihar Basic Institutions, 1954-55

	<i>Basic Schools</i>	<i>Basic Training Schools</i>
Roll No.	70,520	634
Average Daily attendance :	63,865	574
Average Roll Number	...	1,097
Grade-wise Roll Number :		
I :	18,460	...
II :	11,580	...
III :	8,711	...
IV :	8,846	...
V :	7,722	...
VI :	6,994	...
VII :	5,499	...
VIII :	2,705	...
First Year :	...	791
Second Year :	...	403
Six months :	...	377
Total :	70,517	2,237
Number of Teachers		
(1) Trained	3,491	136
(2) Untrained	92	...

Expenditure

Teachers' salaries & D.A. :	32,65,769	9	0	6,53,396	2	0
Contingencies :	52,238	4	0	3,61,320	9	0
Rents, rates & taxes :	3,272	10	0	13,894	2	0
Salaries of menials :	6,694	0	0	37,323	1	0
Travelling Allowances :	25,047	11	0	14,485	0	9
Recurring cost—Raw materials, tools and craft contingencies :	84,909	11	3	35,354	7	0

Contingencies, non-contract

On House building :	5,60,291	11	0	11,15,774	0	0
Land :	20,791	5	0	...		
Equipments & appliances :	79,537	3	0	4,12,665	6	6
Working capitals:				...		
Irrigation facilities	1,280	9	0	...		

Quantity of goods produced during the Year	<i>Basic Schools</i>			<i>Basic Training Schools</i>		
Mds.	11,940	13	10½	1,638	39	1
Srs. Chh.		
Yardage	9,971			10,690		
Size	9"			24"		
Inches size	919			4,181		
Money value of the produced goods during the year :	1,96,164	5	6	55,631	5	0
Money value of produced goods of the previous stock :	1,69,250	8	6	22,472	0	0
Money value of the quantity sold during the year -	1,53,891	5	6	53,676	2	0
Money value of the unsold quantity in stock at the end of the year :	2,11,523	8	0	24,426	12	0
Money value of raw materials supplied afresh during the year :	92,227	11	3	15,326	8	6
Money value of raw materials available during the year :	69,278	8	9	35,350	3	0
Total value of the raw materials during the year :	1,61,506	4	0	50,677	0	6
Total value of the raw materials used during the year :	72,579	13	3	32,890	10	0
Value of the raw materials held in stock at the end of the year :	88,926	6	9	17,786	0	6
Total income during the year :	1,97,705	11	6	55,164	5	0
Total earning during the year :	1,25,125	14	3	22,272	11	3
Total Treasury Deposit :	1,65,334	7	0	51,161	7	0
Other Savings effected during the community life :	2,89,337	6	6	82,588	2	9
Percentage of money value of goods produced to expenditure :	4.9%			5%		
Percentage of money value of quantity sold	4.9%			4.8%		
Net cost	32,39,755	13	9	10,60,610	0	6
Cost per capita	43	11	9	442	1	0

(1) The following picture of self-sufficiency is from more or best selected schools, half a dozen of which are mentioned below :

No.	Name of School	Year	Percentage self-sufficiency.
1.	Mathia Senior Basic School, Champaran	1948-49	40.03
2.	Lohi-area Senior Basic School, Champaran	1949-50	28.00
3.	(a) Nai Talim Vidyalaya, Majhauria	1950-51	41.09
	(b) Nai Talim Vidyalaya, Majhauria	1952-53	53.00
4.	Brindavan Basic School	1951-52	37.00
5.	Bibpur Basic School (Bhagalpur)	1953-54	20.00
6.	Dhongra Basic School (Gaya)	1954-55	50.00

(2) The particulars in regard to productivity in the Hansa Senior Basic School, Dharbanga district is as follows : During the year 1953-54 the newer concept of using the products of the school for supplying food and dress to the school children was introduced and hence production appears to have increased. It is interesting to note that even while children produced more for themselves under the new arrangements, at the same time they did not reduce the quota of their contribution to the Treasury.

Year	Total income	Percentage of self-support on the total current expenditure on the school
1950-51	1,443	17
1951-52	1,100	12
1952-53	1,153	13
1953-54	3,174	27
1954-55	3,204	25

Madras State

N.B.—It should be remembered that what is called self-sufficiency in Madras State is in relation to the targets of production set for each grade in the Basic school as indicated earlier.

Basic Institutions which have passed the standards set by the Department.	Year	No. of pupils	Percentage of self-sufficiency as per Departmental standards.	Value of net earnings.. (Rs.)
1. Kasturba Gandhi Kanya Gurukulam Senior Basic School, Vedaranyam, Tanjore District :	1955	251	109	2,617
2. Gandhiniketan Senior Basic School, T. Kallupati, Madurai, Distt.	1955	338	102	1,828

3. Kallupatti Basic (Grades), Mallipudur Compact Area, Ramanathapuram Distt. :	1955	177	102	880
Government Basic Training School, Maipady, South Kanara District :	1954-55	115	117	3,412
-do-	1955-56	88	118	2,164
5. Government Basic Training School, T. Kallupatti, Madurai, District :	1954-55	98	114	3,466

The over-all figures for Madras State are not available accurately but the following figures from one of the compact areas, Mallipudur, in the Ramanathapuram District are interesting :—

In the Mallipudur compact-area, all the children above Grade IV attain enough skill to produce saleable goods. The average per capita production is Rs. 3/- per annum. The cost of raw materials is Rs. 1-8-0 and the net profit is Rs. 1-8-0 for a year. This can be doubled in the near future. Garden produce is used by children in most cases.

The Mallipudur Compact Area consists of 30 Basic schools of which only one is a full-fledged school and the others are developing schools. The value of craft implements supplied was Rs. 12,345-10-3, the value of raw material supplied during one year was Rs. 5,945-6-4, the value of craft produce received was Rs. 11,069-9-2 and the net income Rs. 5,124-2-10.

Sevagram

It is well known that it is the Hindu Tani Talimi Sangh, Sevagram, which has pioneered earnestly in the field of Basic education. The Talimi Sangh has endeavoured faithfully to realise the objective of self-sufficiency in terms of meeting recurring expenditure from productive work in Basic schools. From published reports we find that the Basic School, Sevagram attained about 77% of self-sufficiency in regard to recurring expenditure in 1952-53. Reports containing facts and figures in this connection published by the Talimi Sangh deserve to be carefully studied.

General Remarks

One of the difficulties which those engaged in the work of Basic education had to face for quite a long time was the lack of clear and concrete guidance by the Central Advisory Board of Education concerning the economics of productive work in Basic schools. It was only in 1952 that the Board passed a resolution which stressed the importance of productive work in Basic education. This resolution was as follows :—

“A system of education cannot be considered as Basic education in the real sense, unless it provides an integrated course including both Junior and Senior stages and places adequate emphasis on craft work in both its educational and productive aspects”.

It struck us as we visited some of the States that this resolution of the Central Advisory Board had not yet sufficiently influenced the development of Basic education and that many people were still thinking in terms of the earlier attitude taken in this regard by the Board. We wish to emphasise, therefore, at this juncture that it has become necessary that the elucidation of what is Basic education contained in the recent statement of the Standing Committee is formally given the approval of the Central Advisory Board of Education as early as possible. We consider it equally necessary that the Central Ministry of Education should also make it clear to all those concerned that productive work is an integral part of Basic education and that the sanctioning of any financial assistance will depend on the unreserved acceptance of such a criterion.

As we went round the States, we became aware of two divergent points of view which are pulling at each other to the detriment of the development of Basic education as a whole. One of these holds rigidly to the view that income from productive work in Basic schools can and should make a worthwhile contribution towards running costs, particularly the salary of teachers. The other view is that whatever work children do in Basic schools assumes importance only as the medium of learning and not as a means of any sort of economic gain. It is high time that the gulf between these two views was bridged by the Central Ministry of Education in terms of the statement on Basic education issued by the Standing Committee.

Before concluding this chapter, we are obliged to say that the facts and figures made available by the different States were generally incoherent and in some cases palpably wrong. The fact appears to be that the States themselves are not in possession of accurate figures or data except in one or two cases. Even replies given to specific questions in the Questionnaire are confused and sometimes even misleading. We were, therefore, compelled to assess the situation as best as we could under such unfavourable circumstances. The over-all picture of productivity is depressing. But we have indicated more than once that nothing else could have been expected because very few of the conditions necessary to make productivity efficient and fruitful have been made available in the majority of Basic schools. The whole situation has to be radically corrected before productivity as an economic factor can become significant in the development of Basic education. There were, however, here and there in the States we visited individual Basic schools and Basic Training schools working efficiently and making clear beyond doubt the possibilities of productivity in Basic education. Some of the best Basic schools and Training schools are non-Governmental and run under the auspices of Institutions of Gandhian Constructive Work. It is in these institutions that productivity is organised with conviction and earnestness. The things to do without delay are :—

- (1) to put productive work without any ambiguity or reservation at the core of Basic education,
- (2) to make available in good time raw materials and craft equipment and other facilities,
- (3) to ensure that good productive work becomes the medium of effective learning and, therefore, to check, measure and properly evaluate productivity in relation to specific norms and targets,

- (4) to encourage that what is produced should at least in part be consumed by the producers, students, trainees and teachers, and
- (5) to organise speedy marketing of surplus by the Government through various departments and agencies.

If these things are attended to carefully and without delay, the results of productivity may outstrip present expectations and become an important factor in the whole programme. Let there be no mistake about it, that there can be no real Basic education without productive work at the core of it.

(iv) Comparison of Attainments in Basic and non-Basic Schools

We have had some opportunities to study this matter and to discuss it with various people in the different States we have visited. It would be wrong for us however to convey the idea that we could study this subject in any detailed or conclusive manner during our short visits to these States. We have become keenly aware nevertheless of the incongruity of certain methods by which assessment of comparative attainments in Basic and non-Basic schools had been made in one or two places. This incongruity has made us look into this subject with some care. We think it is our duty to explain what has struck us as incongruous in this regard without any reservation.

It is not easy to assess the relative attainments of Basic and non-Basic school children by the same method of assessment. The method of assessment itself has to be suited to Basic education, to its inherent objectives and methodology. In other words, evaluation should broadly aim at measuring the degree to which a particular type of education achieves the objectives which it sets before itself. The evaluating instrument should validate itself against the objectives. It must be capable of measuring the objectives on their own ground. Hence, the evaluating instrument must be determined by the objectives set up.

It is necessary to stress that fundamentally the objectives of Basic education and the existing type of Elementary education differ in certain vital aspects. Basic education is deeply concerned with the development of the whole individual in his or her various socially significant aspects, whereas ordinary Elementary education is primarily concerned with the teaching of different subjects in an academic manner. Basic education is concerned not only with the individual but equally with the inter-actions between the individual and his environment in all relevant dimensions resulting in the development of character and capacity to meet various life situations effectively, whereas the existing Elementary education is more concerned with academic attainments.

Evaluation to be complete should be concerned also with the process of education and not merely with the result of education. In Basic education the process of learning is as important as the result of learning. That is where Basic education vitally differs from the existing type of Elementary education. The latter aims mostly at academic knowledge, particularly in the three R's and that largely through memorising and the medium of prescribed textbooks with a set syllabus. The process in Basic education is through the direct experiences of the pupils and by

raising and integrating their experiences to higher levels by the correlated technique of learning. The technique of correlated tests is at the centre of Basic education. Therefore, there takes place a deal of coordination and integration of experiences, life situations and learning inside Basic education. Basic education confronts children with innumerable life situations and enables them to utilise their knowledge, abilities and skills in an integrated manner to deal with those situations in such ways as to find appropriate solutions and also increase their store of knowledge. It is thus a living process. It is also a many-sided process and through it children in Basic schools develop into better and more effective individuals ready to play their part willingly in their own life environment. That is why any assessment of their attainments should not be isolated as intellectual tests exclusively. The intellect is only a part of personality and assessment must record the character, the skills, the intelligence and the capacity of the pupils which unite themselves in him to produce the integrated personality. Any lopsided development of the intellect is not the aim of Basic education. This does not mean that intellectual attainment may be neglected. It only means that even the intellectual tests of Basic school children should be in the direction of how far the intellect has digested and absorbed a place of knowledge to make it fruitfully serve the vital needs of the growing and expanding life of the children. We can make our meaning clear by one or two illustrations.

Let us take the subject of nutrition. A child's knowledge of nutrition can be tested in different ways. The boy or girl may be asked to explain what is nutrition and what are the principles and rules of nutrition. The boy or girl may give back in answer a lot of information and knowledge it has memorised from the textbook or from dictated notes. But if you ask the same boy or girl how a balanced diet should be compounded in practice out of vegetables, greens, pulses, grains, etc., available in the environment, the response will be very unsatisfactory. Therefore, one method of test may bring forth very satisfactory written or oral answers and another method of test would show up complete failure. It is possible that a well-taught boy or girl in an ordinary school may give the first kind of answer satisfactorily and yet fail, if the second test is offered. It is equally possible that a boy or a girl in a Basic school may not fare as satisfactorily in the case of the first test and may at the same time fare satisfactorily in the second test. The ultimate test, however, is that the pupil who has learnt nutrition should have his food according to what he has learnt. This may not be an illustration on all fours, but it will indicate what we consider is the incongruity of applying tests of knowledge and learning to Basic school children which may not in reality help in recording their actual attainments. Another illustration concerns family budgetting or kitchen budgetting. Ordinary school children may be good in classroom arithmetic and may prove failures if you ask them to draw up their family budget or the budget of their school kitchen. They will not know where to get the relevant data and how a little budget should be balanced. It is quite possible that Basic school children may not be up to the same mark in class room tests of arithmetic but they may know how to make such a budget. This is why we think that any method of assessment of Basic school children should be in consonance with the intrinsic values of Basic education.

We came across more than one attempt at assessment of the relative attainments of Basic and non-Basic school children which did not fit in with our view stated above. We were, therefore, not at all surprised at the results. We think that such methods of assessment are not only unfair to Basic school children, but that they are of doubtful value educationally. We consider that it is high time that methods of assessment were clearly worked out. This will not be easy. Some of the best Basic educationists should sit with some other specialists in education who may not be connected with Basic education work and these must jointly and after a careful study of all relevant points lay down certain elastic methods of assessment. The Central Ministry of Education should set up such a Joint Board or Committee to go into the whole question thoroughly and scientifically and then lay down the methods of assessment. After the method of assessment is generally laid down, then a few zonal committees of educationists from the Basic and non-Basic sectors may carefully apply the new methods of assessment to a sufficiently large number of Basic and non-Basic schools of more or less the same levels and then only will we be anywhere near obtaining a correct comparison of attainments of Basic and non-Basic school children.

But there is one surprising unanimity in whatever assessments have been made anywhere. There is unanimous testimony that Basic school children are more alert, more full of question and more eager to know, more resourceful, more responsible and more concerned with their surroundings. They also exhibit more powers of expression and more of the qualities of an integrated developing personality. Intellectually also they show more keenness to analyse, understand and piece together whatever knowledge is gained. All these are undoubtedly educational gains. But as we have stated, the whole of Basic education is yet only in the making and much more effort and care will have to go into the work before Basic schools can give us the real picture of their possibilities. Any assessment at present will be an assessment of what is still immature in most cases. It is only in a few places in one or two States that any such assessment, however appropriate, can give a fairly correct estimate.

We must leave this matter at that. We reiterate our suggestion that the Central Ministry of Education should appoint a Board or Committee to lay down correct methods of assessment and also set up a few zonal committees to apply such methods of assessment as may be laid down and then produce the results. This is long range work which it was not possible for us to undertake.

(V) Dovetailing of Basic Education with Higher Education

This is a big issue wherever Basic education has been started. The uncertainties as to what will happen to children who pass out of Senior Basic schools and who wish to go up for Higher education, are very real and give cause for profound anxiety in the minds of parents.

But before we deal with this matter, we should mention another matter which is preliminary to this and which itself gives us much concern. In some States Basic education is practically confined to the first five years; they are called Junior Basic schools and since there are only very

few Senior Basic schools, the net result is cally confined to the Junior Basic schools. we came up against the amazing spectacle of elementary schools in which the first five grades have to wonder if it is worthwhile giving much consideration of dovetailing Senior Basic school education with Higher education in the country, in view of the truncation of Basic education above. We would like to know if there is any doubt Basic education is continuous education for eight years If there are doubts about it, they should be discussed at level and they should be cleared beyond any doubt. We have in our own minds that Basic education should be a continuous for seven or eight years. We would ourselves certainly prefer eight years. We, therefore, think that putting a stop to any truncation of Basic education should be a necessary first step in any programme of dovetailing Basic education with Higher education ; so long as such truncation goes on and there are not enough Senior Basic schools in any State, to discuss further developments in that State would be meaningless.

Some attempts at dovetailing are even now going on in some of the States. The general practice now in such States is that pupils who pass out of Senior Basic schools are admitted in the fourth form of High schools as in Madras or in the first year of Senior High schools as in other places. But nowhere is the picture clear enough and we think that much more thought will have to be given to this matter at the highest level. The issue itself has to be made clear. Basic education has now been accepted by all those concerned as the pattern of Elementary education. If this means anything, it is that within some years all Elementary schools in the country will have become Basic schools. Many millions of children will be educated in these Basic schools and a large number of them, particularly in the coming years, will go up for Higher education of some kind or other. One natural and inevitable development will be Post-Basic education. Boys and girls passing out of Senior Basic schools may go into Post-Basic schools in which the continuity of process involving principles and methods will be maintained and will fulfil itself at a higher level. But even in quarters which have accepted Basic education, the idea of post-Basic schools does not appear to be very popular. In no single State we visited did we come across unambiguous or systematic plan for the development of Post-Basic schools. In two or three States, a few Post-Basic schools have been permitted to be opened, but even in such States the idea that Basic Education should generally lead to Post-Basic schools is as yet unaccepted. The question of Post-Basic schools, therefore, largely hangs in the air yet. We would, therefore, strongly suggest that the whole question of Post-Basic schools should be fully discussed and there should be some clear declaration of policy in regard to the same. We are aware that a small Sub-Committee of the Basic Education Standing Committee has been set up for this purpose more or less. We do not know if the Sub-Committee has produced a report yet. This is a very important matter.

Our own point of view may, however, be stated at this juncture. We are certain that Basic schools should be followed up by a large number of Post-Basic schools in the different States. The Mudaliar Committee Report on Secondary education has recommended the establishment of a

Purpose High schools. There may even be other schools. Post-Basic schools should be given a large number of these other institutions to play their part in carrying special types one step further along the same lines. We would suggest, that there should be a declaration of policy at the level of the Central Government and at the level of the State Governments that Post-Basic Schools will definitely form part of the picture of Higher education. They will definitely absorb one good portion of boys and girls who pass out of Senior Basic Schools. This, of course, presupposes that Post-Basic schools will be given the same status and importance as the Multi-Purpose High schools or other special High schools. If Post-Basic schools are treated in any way as less than the other types of Secondary schools, we shall only create fresh problems and difficulties for which there will hardly be any solution.

The next question is what is to happen to boys and girls passing out of Senior Basic schools who wish to join Secondary schools other than Post-Basic schools. We have no doubt in our minds that it should be made permissible for them to continue their studies in other Secondary schools, whether they are Multi-Purpose High schools or other special High schools. The principle to be accepted should be to give such students credit for the successful years of study in Basic schools and there should be no bar against such students being admitted in all types of institutions of Secondary education along with other students who have finished an equal number of successful years of study in non-Basic schools. The provision for such admission should be automatic and not loaded with any reservation whatsoever. If this is done, there will be a line clear from Senior Basic schools to various types of Secondary schools giving Higher education in different subjects and techniques.

But the matter does not end here. The further question arises what is to happen to boys and girls who pass out of Post-Basic schools. They should be permitted to join in appropriate courses of studies in the universities. If this is not done, the trouble of uncertainties will come rebounding back into the Post-Basic schools and from there even to the Basic schools. Governments concerned as also the universities may take all the care necessary to make Post-Basic education good enough in standards to make this process of dovetailing smooth and easy. But once that is done, there should be no further room for any doubts and hesitations as to how far boys and girls passing out of Senior Basic schools may climb in Higher education. They should be allowed the unrestricted right of climbing as high as they can.

It is necessary to consider in this connection the place and scope of rural universities. There is hardly as yet any such rural university in India. One or two are in the course of making and we wish them Godspeed. They might well light the lamp which will guide others making the same effort. The Government of India have also in the meantime a particularly good programme of Rural Higher education and they are helping set up in a few select places what are called Institutes of Rural Higher education which are intended to pave the way for rural universities. Pupils passing out of Post-Basic Schools may fit in very well in these institutes and in the rural universities. But there should be no bar at all against their admission in the other universities as

explained already. We wish to conclude our observations on this subject by repeating that the whole of this subject is a very important one in the development of Basic education and there should be decisions in regard to it at the highest level which should then govern the whole process of this development without any ambiguity. It is undoubtedly for the Central Ministry of Education to take all the necessary steps in this connection. We have stated our own point of view without reservation. We shall only be happy if our suggestions are made the subject of careful scrutiny by those competent to do so, so that whatever decisions are finally made will have taken into consideration all relevant points of view and thus become generally acceptable to educational authorities at the Centre and in the States. Without willing acceptance and understanding cooperation the whole programme of dovetailing Basic education with Higher education may be held up at innumerable small points and even side-tracked. That is why we plead for the widest and most careful discussion, before final decisions are taken. The universities will, of course, have a big say in the matter and those promoting Basic education should be able to carry conviction to the universities that a proper dovetailing has become inevitable. We are afraid universities will generally be conservative in regard to this matter and there will be the need to bring all the pressure of persuasion before the right decisions are taken. Here again, the Central Ministry of Education will have a very vital role to play.

(vi) Linking Basic Institutions with Various Agencies Engaged in Community and Rural Development Work

This is an epoch of intensive and extensive community and rural development work in India. There are several non-official and official agencies of an all-India character doing such work. It would greatly help Basic institutions, if their work and the work of at least some of these agencies are brought closer together.

Let us take, for instance, the All-India Khadi and Village Industries Board which has the full backing and support of the Central and State Governments. This Board organises Khadi production and also the training of Khadi workers. But, in our opinion, there is no more extensive and at the same time intensive course of training in Khadi than is going on in hundreds of Basic Teachers' Training schools all over India. In the Madras State alone there are over 80 Basic Teacher Training schools with about 6,000 teachers under training. They are under training for two years. The main craft in which they are trained is the spinning-carding-spinning-weaving craft. They not only learn the craft thoroughly, but also learn the why and the how of every process involved. In Bombay State there is even a larger number of teachers under training learning the same craft in the same way. In most of the States we visited we came across the same phenomenon in smaller or larger measure. But invariably in most places, there is no link between the All-India Khadi and Village Industries Board and these Basic institutions. This is an astonishing example of lack of cooperation. Besides the spinning-weaving craft, there are several other subsidiary crafts spread in different Basic schools and Basic Teachers' Training schools. These may be called cottage industries or small-scale industries or village industries. These include such items as paper-making, bee-keeping, *ghani*, pottery, toy-making, food-processing, poultry, coir-making, etc. etc. Here again, therefore, is a

wonderful field for co-operation between Basic institutions and such agencies as the All-India Handicrafts Board, the Small Scale Industries Board and the All-India Khadi and Village Industries Board. There is then the extensive programmes of the Community Projects and the National Extension Service Blocks in which Basic education gets priority in educational work and cottage and village industries are now greatly emphasised. We have also to mention the All-India Social Welfare Board. Among the conspicuous non-official agencies are the Gandhi Smarak Nidhi, the Sarva Seva Sangh, the Kasturba Trust, the Bharat Sevak Samaj, etc. etc. All these official and non-official organisations are literally training thousands of men and women every year and most of this training is for various items of village reconstruction.

We have a feeling that there is a great deal of overlapping, duplication and even unconscious competition sometimes going on among these various agencies generally directed to the same over-all purpose. It has to be remembered that at the village level there is hardly a more permanent and vital influence than that of the village teacher. Since every village teacher is now to become a Basic teacher, the role of such a person in every village will, by no means, be insignificant. If Basic school teachers, therefore, and all other constructive workers under the various agencies at the village level can be drawn closer together, then both Basic education and village reconstruction will gain added strength. We, therefore, consider it very necessary that some effective method should be found to bring about close liaison between all Basic education work and other village reconstruction work. Such liaison should be effected at the all-India level, at the State level and even at the district level. If this is done, many things which appear difficult and are delayed today can be done more quickly and efficiently. It will then be possible, for instance, for the Khadi and Village Industries Board to be persuaded to undertake the prompt and quick supply and delivery of raw materials and craft equipment to Basic schools and Basic Training schools and all craft work in such institutions may be helped to become more efficient by a sufficient number of experts under the Board taking responsibility for the same. In the marketing of products in Basic institutions also, some of the all-India agencies should be able to lend a helping hand.

What particular form such liaison should take cannot be decided off-hand by us in this Report. It has to be carefully thought out and planned. It would be good to have a small conference of one or two representatives from all these organisations and from Education Departments of the various States to sit together and confer on this subject. Such a conference may be called by the Central Ministry of Education. This will be followed by a conference at State level.

CHAPTER IV

CONCLUSION

In writing this conclusion to what we have called our Continuation Report, we are acutely conscious that we have not been able to do justice to a great subject. Most of us in the Assessment Committee are full-time workers in our own institutions in different parts of India. It was with difficulty, we snatched more than three months to tour eleven States and to gather and study facts within the time at our disposal. It was also not possible to get all the facts, figures, conditions and circumstances concerning Basic education from all the States. The Report has been written by us in the midst of the pressure of much other work. We must also say that conditions were not ripe in many States for us to be able to make a real or full assessment. Except in three or four States, Basic Education is only getting on its way and it will take some more time before there are facts and figures warranting a full and clear assessment. We would, therefore, plead that the whole of our Report should be treated only as an introduction to a fuller, more detailed and scientific assessment which may be undertaken after some time.

We wish to repeat our sense of thankfulness to every one of those who received us in the various States we visited and gave us every opportunity to look at and study what we wanted. Everyone was very kind and very helpful, from Chief Ministers and Education Ministers down to the Local or Deputy Inspectors. They helped us to get a good glimpse of what was going on in the field of Basic education and also to obtain some vision of the *Visua-Rupa* of what might yet be in the Educational Revolution which has been started in our country. We certainly saw the many limitations and mistakes in Basic education as it is developing at present. But we were even more convinced of its far-reaching possibilities.

We had ventured to say in the Interim Report that a few generations of boys and girls coming out of Basic schools can transform India as nothing else can. This is no exaggeration. Basic education is learning through doing. Doing means more and more productive work as boys and girls advance in Basic education and learning through such doing becomes more and more real and life-making education at the same time. Productive work itself becomes a mighty thing when millions of young hands join in it. But when such productive work becomes the major vehicle of learning by millions of boys and girls, it becomes even more significant and challenging. In Basic education boys and girls will not only work, but they will learn to love work since they will be learning through work. When a few generations of children pass through such a process of productive work, of love of work and, therefore, the joy of work and learning much of what they should know through such work, then what might happen may well be incalculable in terms of the nation's growth in every direction.

During the last several decades, millions of our children have become debilitated in mind and body through a system of Elementary education based on memorising and verbalising. Whatever may be the present limitations and mistakes in Basic education as it is developing in the country, it clearly points the way to the education of our children in resourcefulness, responsibility, capacity to do hard and sustained work, and above all, in that mental alertness which is the key to increasing understanding and progress. Whether the boys and girls of India will have to fit into a highly industrialised society or into a peaceful, prosperous and happy rural society which would maintain something of the simplicity and dignity of the old traditional life of India, is a matter for conjecture. But whichever way it is, boys and girls who have passed through Basic schools will fit in better than the pitiful and debilitated book worms of today.

In the coming years, we look forward to Basic education becoming more and more real in India. There is a growing awareness in the whole country that this must happen. But the way ahead is long and full of hard work for every body. We shall need much clear thinking, hard and sustained work, efficient organisation and administration and above all convinced devotion, if Basic education is to become fully fruitful. It is for these things we pray as we write these final words of our Report.

CHAPTER V

SUMMARY OF RECOMMENDATIONS

Note

It is with some reluctance that we have prepared this chapter, a Summary of Recommendations. Most of our recommendations have accrued from our analysis of the present situation and equally from our appreciation of what lies ahead. If the recommendations are taken out of their context in the body of the Report and studied as separate and unrelated items, there is the possibility of much of our thoughts on the whole subject being left out. We think that the detailed considerations which have led up to each one of the recommendations is as important and would, therefore, plead that while this chapter may be used for reference, Educational authorities at least should study them in the context of the whole of our understanding of Basic education as set forth in the Report.

Our recommendations are brought together under 7 headings as follows :—

1. The Government of India.
2. The Governments of the States.
3. The Universities.
4. The Administration.
5. Basic Teachers' Training.
6. Basic Schools.
7. The Public.

1. The Government of India

1. The Government of India should take appropriate steps to make it clear to all those concerned that the elucidation of Basic education given by the Basic Education Standing Committee of the Central Advisory Board of Education has their concurrence. As a first step, the Central Advisory Board of Education itself should give its early approval formally after which the Union Ministry of Education may adopt it. In this connection, we have specially in mind the place assigned to productive work in Basic education.

2. In view of the national significance and urgency of the situation, it has become necessary for the Union Ministry of Education to convene a Conference of Education Ministers as also of the Education Secretaries of the various States to make clear the Standing Committee's concept of Basic education so that the development of Basic education in the

may take place on generally approved lines and to be in specific time limits suited to the conditions in the

above Conference may well be followed by a declaration of the Central and State Governments reiterating the place of education in educational reconstruction under the Second Five-

In the wake of the above Conference, it will be necessary to have an Education Seminar to be attended by the Directors of Public Instruction from all the States, so that the Heads of Education Departments in the States may be enabled to make their full contribution to the development of Basic education. The officers in over-all charge of Basic education in the Education Departments, whom we have suggested might be appointed Joint or Additional Directors of Public Instruction, should be invited to the Seminar. The minimum duration of the Seminar should be three weeks. The Seminar, to be really effective, should be held in places where Basic education has already become a reality.

5. All-India and regional Conferences of the Basic education workers should be arranged periodically in order that the workers in the field can meet together, discuss difficulties, problems and experience and evolve, as far as possible, common solutions.

6. The Union Ministry of Education should undertake to educate public opinion in regard to the issues concerning Basic education, through all methods of publicity open to the Government, utilising films, the radio, the press, publications, exhibitions, etc. for the purpose. What is now being done is totally inadequate.

7. A Central Research Institute of Basic Education should be established under proper direction to initiate schemes of research, with scholarships available for research workers. Unless this Research Institute functions at the highest and broadest level, Education Departments in the States and others working for Basic education will not look up to it for guidance.

8. A small Special Committee of educational experts in close touch with the numerous problems of Basic education should be set up to lay down the criteria to evaluate the achievements and progress of pupils in Basic institutions and then to carry out assessments from time to time in terms of the criteria so formulated. This should be a high-level and permanent body.

9. A Committee of Specialists in the field should be set up to collect, edit and publish the large mass of manuscript literature even now available with innumerable Basic Training schools and Basic schools for the benefit of teachers and pupils. The publications will have to be in the main languages of India. Handbooks for educational administrators and others are urgently called for, as also reading books for children and Guide and Reference Books for teachers and trainees. An authentic all-India Magazine in the form of a Quarterly may be published to guide all those engaged in the development of Basic education. If such a Quarterly is issued by the Union Ministry of Education, its value would be greatly enhanced.

10. A special brochure on the subject of the progressive conversion of all Elementary schools into Basic schools should be issued without delay by the Union Ministry of Education. This publication should show clearly how vital aspects and characteristics of Basic education can be introduced simultaneously in all Elementary schools in quick stages even during the period of waiting for fully trained Basic teachers to come in with the correlated technique of teaching. The Ministry should also actually help the State Governments to implement this programme of preliminary conversion.

11. The various official and non-official agencies engaged in village reconstruction have to be brought together, so that these and the Education Departments can cooperate in the development of Basic education. We have in mind the Community Projects Administration, The all-India Khadi and Village Industries Board, The Sarva Seva Sangh, The Hindustani Talimi Sangh, The Kasturba Gandhi National Memorial Trust, The Social Welfare Board, Rural Welfare Departments in different States, etc. Basic Education and Village Reconstruction are often one and the same to a considerable extent in our country.

12. The whole question of Basic schools and Training schools being allowed to be conducted in simpler and cheaper buildings suited to the village environment must be taken up seriously and a Committee of Engineers and Administrators of Basic education should be set up immediately to draw up plans and estimates in this connection.

13. The establishment of full-fledged Post-Graduate Basic Training Colleges can no longer be delayed. The Union Government in consultation with State Governments should formulate their proposals and initiate negotiations with the universities to obtain their cooperation in this matter. The Inter-University Board and the University Grants Commission may be approached to secure their help.

14. The Union Government in consultation with State Governments should ensure that Post-Basic education gets due recognition and place in the present schemes for the reorganisation of Secondary education and that an adequate number of Post-Basic schools will be provided for in the Second Five-Year Plan alongside of Multi-Purpose High schools. Just as the Union Government has adopted a positive attitude towards Basic education, it has become necessary equally to adopt a similar attitude towards Post-Basic education. Otherwise, educational reconstruction along lines of Basic education will stand cut off in the middle.

15. The Union Government should insist that any financial aid given by it directly or indirectly to improve or spread Elementary education is strictly earmarked by the States for Basic education, i.e., Basic schools and Basic Training schools.

16. When, after a few years, there is a greater development of Basic education, an Assessment Committee may be appointed to assess, scientifically and in a detailed manner, Basic education in the country.

II. The Governments of the States

17. State Governments should no longer delay to make a clear and unambiguous declaration of policy that all Elementary schools will be converted into Basic schools and that all teacher training at this level will become Basic teacher training within reasonable time limits.

18. State Governments should take immediate steps to establish Statutory Basic Education Boards with adequate powers to guide Education Departments and to secure public cooperation. Such Boards should consist of officials and non-officials as in Bihar and Assam.

19. The compact area method of developing Basic education should yield place to the whole of Elementary education becoming Basic by the introduction simultaneously and in quick stages of important aspects of Basic education in all Elementary schools, as clearly pointed out in the body of the Report.

20. To make the above programme a success, Educational Officers at all levels should be given short and effective courses of training in Seminars of Basic education arranged by the State Governments.

21. Even more important is the need for the appointment of a Joint or Additional Director of Public Instruction in each State, to take full responsibility for converting all Elementary schools into Basic schools within a stipulated period. This will necessitate that such an officer should have all the necessary powers to do his job as explained in the Report.

22. Basic Education Conferences should be arranged periodically on intra-District, District and Regional levels.

23. State Governments should also take a clear stand on the economics of productivity in Basic institutions, and therefore take effective steps for the supply of raw materials, equipment, for repairs and for marketing of surplus produce.

24. A working formula for apportioning a part of the net income for direct benefit to school children and the other part for remittance to the Treasury should be prepared and put into effect.

25. Preparation of literature, assessment and research should be arranged at the State level, in addition to the work done at the level of the Government of India.

26. The establishment of full-fledged Post-Graduate Basic Teachers' Training Colleges should also be taken up at the State level along the same lines as indicated for the Central Government.

27. State Governments also should make up their minds to give Post-Basic schools a full chance in their schemes for the reorganisation of Secondary education.

28. Steps should be taken to effect economy in Basic education by laying down appropriate rules that cost of craft equipment is met by the pupils themselves. Those who can afford to pay the full cost should do so at the outset. Poorer children may pay in easy instalments. Craft

equipment must essentially belong to the children. Whatever is produced should, as far as possible, be consumed by the teachers and pupils at reasonable rates and only the surplus need be taken over by the State for marketing.

29. Land gifts for Basic schools and Basic Training schools should be organised with the full moral support of the State Government.

30. States should arrange for the retraining of ordinary graduate trained teachers. The period of such training should not be less than five months.

31. State should take sufficient care that truncated Basic schools are not allowed to upset the development of Basic education. The integrated course of 8 years should be continually kept in view and what are called Junior Basic schools should be allowed only as feeder schools to Senior Basic schools.

32. States should guarantee that all teachers' training at the Matriculate level becomes Basic within a strict time limit. No new teachers' training at this level, other than Basic, should be allowed from now on.

33. States should plan to provide every Senior Basic school of 8 grades with a graduate or equally qualified Basic-trained Headmaster.

III. The Universities

34. At a time when the Central and State Governments intend to go ahead with Basic education, it would not do for our Universities to stand aloof. So far the Universities have not taken kindly to Basic education. But at the four important points of Assessment, teachers' training, dovetailing of Basic education with Higher education and Research, the Universities can make a valuable contribution. Central and State Governments must, therefore, take up the matter with the Universities to help at these points and particularly in regard to the establishment and recognition of Post-Graduate Basic Teachers' Training Colleges.

35. It will presently become necessary for Universities to recognise Post-Basic education for purposes of admitting pupils passing out of Post-Basic Schools into Colleges.

36. Provision will have to be made for the affiliation of Post-Graduate Basic Training Colleges to Universities.

IV. Administration

37. Departmental Officers, realising the value and inevitability of Basic education, should give earnest, detailed and devoted attention to improving Basic schools and Basic Training schools. All the material conditions which alone can make Basic schools and Basic Training schools efficient and fruitful should be furnished in time and without reservation.

38. Inspecting Staff at different levels connected with Basic education should be fully trained in Basic education. As Basic education will remain for many years a revolutionary change in educational

concepts and practices, the Inspecting Officers should cease to be fault-finders and become instead guides, collaborators and inspirers to the teachers in Basic schools.

39. Decentralisation of administration within the Education Departments is the *sine qua non* for the development of Basic education. It is the key to efficiency and quick attention to innumerable details at this level. It is also the best way to secure local cooperation.

40. Examinations in Basic Training schools and Basic schools should be mainly a continuous assessment of work and progress of pupils and this should be considered more important than written examinations. But to secure sufficiently high institutional standards there will be need to set up appropriate Assessment Boards.

41. It will be necessary to relax rules and regulations governing construction of school buildings to permit Basic schools to be conducted in cheaper buildings which will fit in with the village environment. Grant-in-aid rules will, therefore, need to be modified. At the same time, plans should be drawn up for the progressive improvement of school accommodation, consistent with finances available. The introduction of Basic education should, however, not be made to wait for improved buildings.

42. Whereas in Travancore-Cochin and some other places, the shift system is firmly established and where it may be proved to be necessary in other places, Basic education and shift system may be reconciled temporarily. In such cases, the shift should be confined only to the earlier grades and subject to the strict condition that proper assignments of work would be given to children in the out-of-school hours and that the assignments will be completed and brought to the school systematically for review and correlation.

43. After careful study of productivity in Basic schools and Basic Training schools in various States, each State Department of Education should lay down fairly elastic targets of production for such Basic institutions. Once such targets are laid down, no efforts should be spared to achieve them. Productive work should in no case become the excuse for lowering standards of learning. On the other hand, learning should become more real and richer through productive work.

44. English should be offered as an Optional Subject from the 6th grade onwards, wherever knowledge of English is considered necessary for entrance into High schools and other similar institutions. Where Hindi is not the regional language, it should be compulsory in the Senior Basic grades. But where Hindi is the regional language, another suitable Indian language should be made compulsory from the 6th year onwards.

45. It is of the utmost importance to guarantee proper dovetailing of Basic education with Secondary education in such a manner that equal years of study in different types of institutions will be considered as of equal value for purposes of admission into institutions of Higher education.

V. Basic Teachers' Training

46. Though we have stated that the training of teachers for Basic education is, on the whole, conducted fairly well, we think it urgently

necessary to make Teachers' Training more efficient and real. Improvement is called for in craft training in handling the technique of correlated teaching and in a new and dynamic approach to the study of psychology. Truncation of craft has played havoc with craft training and this must not be tolerated. Any craft for Basic education must be a whole craft and not split into pieces, nor learned in isolated parts. The technique of correlated teaching has largely remained incomplete, because correlation has been mostly with productive work and very little with the natural and social environments. We have dealt with this matter in detail in the Report. The new approach to the study of psychology will consist in giving every pupil-teacher the intellectual certainty that education through productive activities in life situations furnishes the best way of learning. Since any weakening of productivity in training will further weaken productivity in Basic schools, adequate stress must always be given to mastering the various processes of whatever productive work is chosen in Basic Teachers' Training. Even if Basic Teachers' Training is for a period of two years, which in our opinion, is certainly the correct period, pupil teachers should not be given more than one major craft and one or two allied or subsidiary crafts. That there should not be more than one major craft and one or two subsidiary crafts for each of the pupil-teachers has to be even more emphasised when the training period is only for one year, as in some States. Requiring every pupil-teacher to learn too many crafts is a complete mistake and must be strictly avoided.

47. Every obstacle in the way of appointing traditional craftsmen with highly developed skills as Craft Instructors in Basic Training schools, even if they have no academic qualification, should be removed without delay or hesitation. Every time such a craftsman is appointed, a trained Basic teacher should be closely associated with him in the teaching of the craft.

48. Whatever crafts are selected for Basic Teachers' Training should be such as the teachers can later introduce them into the Basic schools as the medium of learning. If this is fully understood, there will be less loose talk of every kind of craft being introduced into Basic Training schools.

49. Basic Training schools in close touch with Basic schools and with practice teaching for pupil-teachers in some of them, can become excellent laboratories of research in Basic education. Therefore, one member at least of the teaching staff of such a Training school should be made familiar with the techniques of educational research and entrusted with research work in Basic education in the area.

50. Many Basic Teachers' Training schools have already a growing mass of literature on various aspects of Basic education. The continued and improved production of such literature should be encouraged. The literature thus produced should be studied and sifted and made available to the State Level Committees preparing Basic education literature,

51. The Staff of Basic Training schools and the pupil-teachers under training should prepare manuscripts of reading books for Basic school children and these manuscripts should also go to the above State level Committees.

52. Every Basic Training school should plan and execute appropriate extension programmes to bring the staff and the trainees into close touch with the surrounding community. An important item of such extension work should be the education of the local public concerning Basic education. Such extension work will also give training to pupil-teachers in the technique of organising local cooperation.

53. Basic Training schools should be residential for the purpose, among other things, of giving day-to-day training in actual living and practising of the principles of a cooperative democratic community work and learning together and producing much of what is necessary for daily life.

54. Sanitation, common kitchen and cultural and recreational activities based on community self-government will be the vital centres of such cooperative community and, therefore, of Basic education.

55. Retraining of teachers already in service should be for a minimum period of five months and attached to Basic Teachers' Training schools.

56. The essential principles indicated in the Report must operate in Basic Teachers' Training schools.

57. Every Basic Training school should take direct responsibility for the 'in-service' training of all teachers in Basic schools in and around the locality in which the Training school is located, and such 'in-service' training should be carried out in collaboration with the local Basic Trained Inspecting Officer.

VI. Basic Schools

58. The grave error of either putting fully trained Basic teachers in Basic schools, lacking adequate facilities of raw materials, equipment, land, etc. and the equal error of sending untrained or inadequately trained teachers into Basic schools with all the necessary facilities, should both be strictly avoided, for both will be bad economy and waste from every point of view. So long as these two errors continue, there will be no efficient or vigorous development of Basic education.

59. No school may be considered a Basic school or assessed as such, unless the following requisites at least are fulfilled :—

- (i) It provides for an integrated course of 8 years of Basic education and where there are only what are called the Junior 5 grades, such a school should necessarily be the feeder for a Senior Basic school.
- (ii) Adequate quantities of needed raw materials are supplied in time.
- (iii) Adequate craft equipment and repair material is provided.
- (iv) There is minimum land available, according to local conditions with water facilities and in no case less than three acres for a Senior Basic school of 8 grades.

- (v) The majority of teachers at least are Basic trained, with the untrained teachers getting training under them all the time, and even this only till all teachers are trained or retrained.
- (vi) There is community living and work based on democratic student self-government under the guidance of teachers.
- (vii) Craft work is systematic and not truncated, ensuring minimum targets of production which may be settled in this regard by the Education Departments.
- (viii) There is the correlated method of teaching, with correlation not restricted to productive work only, but also extending to the natural environment and the social environment.
- (ix) There is commensurate extension work linking the school with the community and *vice versa*.
- (x) Congregational prayers are organised.
- (xi) A library with suitable books is available.
- (xii) Cultural and recreational activities are organised.

60. Examinations in Basic schools will be wholly internal and based on assessment of continuous progress of students and cumulative records.

61. Emphasis should be laid more on character and personality development and on the cultivation of healthy attitudes and habits than on mere academic attainments. But this should never mean neglect of academic attainments.

62. As in the case of Basic Training schools, we must emphasise the value of traditional craftsmen, possessing high skills, being associated with teaching in suitable manner in Basic schools and ultimately qualifying as Basic school teachers.

63. The method of assessment of Basic schools should be clearly laid down as per our detailed suggestions in the Report, before assessment is attempted. We stress that the method of assessment should be appropriate to the objectives and processes inherent in Basic education.

64. Basic education should apply equally to urban and rural areas. During the interim period a common syllabus should be introduced in Basic schools and in other Elementary schools.

VII. The Public

65. The public naturally constitute a very vital factor in the situation in a democratic State. The Central and State Governments must, therefore, consider ways and means of convincing the public about Basic education and securing their cooperation for its rapid development. Our suggestions to the Central and State Governments in this regard may be adopted in this connection. Ultimately, however, it will be the efficient and successful working of Basic schools themselves which will bring public support and cooperation. The peaceful and constructive

evolution of a Socialistic pattern of society depends so largely on the development of Basic education, that the education of the public in regard to all the relevant issues in and for Basic education should be undertaken in all seriousness without delay.

(Sd.) G. Ramachandran—(Convener)

(Sd.) R.S. Upadhyaya—(Member)

(Sd.) Saeed Ansari (Dr.) ,,

(Sd.) M.D. Paul (Dr.) ,,

APPENDIX I

Some Minimum Provisions to Help Set Up Basic Training Institutions

The minimum qualification for admission is Post-Basic or Matriculation. The training is for a period of 2 academic years, the number of working days ranging from 220 days (minimum) to 250 days per year.

Strength : 3 or 4 sections in a Training school with a maximum strength of 4 students in a section. One of the sections may be a retraining section.

Staff : (for a 3-section Training school)

• Three trained graduates with special training in Basic education ; one specialised in Science, the other in Social Studies and the third in Language. One of the three is the Principal. One Weaving teacher, preferably a professional Weaver. One Agricultural teacher, i.e., a graduate in Agriculture or a Science graduate, specially trained in Agriculture and a Professional Gardener. Another graduate trained teacher for the additional section, i.e. 4th section.

One of the members of the staff should be specially trained in dietetics and cooking.

A part-time Music teacher.

A part-time Art teacher.

A part-time Physical Education teacher.

One Clerk, one Peon, one Agricultural Assistant (last grade staff) and one Watchman.

Agricultural Craft : 1) Minimum 7 acres of suitable land with the necessary irrigation facilities. The land should be fenced.

(2) A pucca well with Persian wheel or suitable method of mechanical lift or lift pump. In hot and dry areas, cement or similar drains may be provided.

(3) Ploughs—2 ; Spades—20 ; Hoes—40 ; Sickles—40 ; Buckets—10 ; Pruning scissors—2 ; Pick-axes—5 ; a Push-cart and at least one pair of bullocks.

Cloth Craft : The necessary equipment and accommodation other facilities. Every trainee should weave 80 square yards of from self-spun yarn in two years. Each trainee should possess 3 t 1 charkha, 1 hand-carding bow and 1 slivering set. Handloom rate of 1 per 10 to 12 trainees.

Other items : A Library and Reading Room, educational equipment, facilities for cultural and recreational activities—these should be provided.

Practising school : A full-fledged 8-graded Basic school with necessary staff. Equipment and other facilities must be provided close at hand to serve as the main Practising School.

In every Basic Training school there should be residential facilities for all students and staff.

N.B. Suitable facilities and equipment, etc. will be needed in the case of other crafts.

APPENDIX II

A Suggestion for Decentralised Administration and Control of Basic Schools and for Giving Scope for Local Initiative and Cooperation.

One of the members of the Committee, Shri Ram Saran Upadhyay, has suggested the following as an effective means of developing Basic education from the bottom, that is, from the level of the village itself. Although we did not visit any Basic institution working on these lines, yet we recommend that wherever necessary conditions are forthcoming, this may be tried.

Basic education has so far been tried to be put into practice through a system of administration, financing and control which has not given enough scope for local initiative. The Basic school today is so organised and administered that it has to look up to the higher unit in the bureaucratic set-up to meet its needs.

Considering the two-fold objectives of Basic education, viz., the development of a harmonious individual and the evolution of a *Sarvodaya* community, it is suggested that if Basic education is to succeed fully, the organisation and working of Basic schools should be entrusted to the village community itself.

The responsibility of the Government will, in this case, rest in offering expert advice and guidance, supervision and appropriate financial help by way of special grants or subsidies in order to encourage and appreciate the self-effort of villagers.

It is clear that originally Gandhiji thought of self-sufficiency in terms of the income, derived from productive work done by pupils in Basic schools, meeting the recurring expenditure which was mainly the salaries of teachers working in these schools. Later on in 1947, Gandhiji himself considered that such a conception of self-sufficiency was a somewhat narrow one in Basic education. He then explained that society or the State should provide to the school, land, buildings, craft and other equipments and appliances and also expert guidance and supervision, etc. and that the teachers and the pupils working and learning together will constitute a cooperative democratic family, producing and using for themselves what they needed for food, clothing and other essential requirements of life. In such a set-up the teachers will not think of maintaining themselves through the efforts of the pupils but would themselves take pride in producing as much as possible and setting an example for their pupils.

For putting into practice this broader concept of self-sufficiency, the organisation and running of Basic schools from the village level itself is considered essential. Each village or group of villages should plan for the education of its children on self-sufficient and self-supporting lines. The population of the village, its school-age population, the crafts prevalent in the village etc. will all be taken into account. It will also be

ascertained as to how many children of school-going age have to contribute more or less to the maintenance of their family economy and what time they can afford for school work. The number of professional craftsmen and farmers who are willing to help in the school work, and adults either wholly or partly retired from active life, who consent to give their services to the school to the extent possible, should be ascertained. After considering all the above aspects, the village will organise its school, properly utilising all these resources for the maximum benefit of all concerned.

An adequate number of teachers who are capable of co-ordinating the activities of the village people in educating their children and in organising the school as a democratic, cooperative, self-supporting institution should then be appointed. The community should then set apart suitable buildings for the school and the staff, adequate agricultural land with all facilities, cattle etc. etc. As already mentioned, wherever needed, the State will pay for these.

With these facilities, the teachers, the full-time and part-time pupils and those who help in the work of the school, along with the co-operation of the whole village, will form a co-operative community and produce the essential requirements of life in food, clothing, shelter, etc. and also learn through such a variety of productive activities. Wherever possible, the pupils themselves may reside with the teachers in the school premises and those boys and girls who have to help their parents may remain only part-time in the school. Thus organised, the school will be self-supporting to the extent of providing a noon-meal for all full-time and part-time pupils, dress for them and food and clothing for the teachers.

However, just at present, when teachers will have to be drawn from among persons who have not had previous upbringing on the lines of co-operative self-effort, a sufficient number may not be forthcoming to offer themselves to work on these conditions. The following factors among others, may weigh with them and prevent them from accepting such responsibility :—

- (i) being entirely at the mercy of the village people for maintenance ;
- (ii) being unable to maintain themselves in case of ill-health ;
- (iii) having nothing to fall back upon at the time of old age ;
- (iv) need for making necessary provision for the family in case of premature death.

It would, therefore, be necessary for the Government to remove these misgivings to enable teachers to come forward and take such responsible work. Although regular salaries as such will not be paid to these teachers from State funds, the State should undertake to give these teachers the benefit of life insurance, contribution to Provident Fund and also ensure them leave with pay and pension. Also, these teachers should be given protection under the Fundamental and other Rules of the Government, with a right of appeal against the adverse decisions of village school council. It may be necessary to have a separate cadre consisting of these teachers and ensure them reasonable service conditions.

Thus provided, it will be possible to secure the services of teachers for such community schools. The wives of the teachers, if any, whether trained or untrained can also serve as teachers and attend to such activities as cooking, serving food, cleaning the premises, etc. They can also help in establishing liaison with the village women and be the agents of extension work among them.

Such a scheme of providing Basic schools will result in a lot of saving for the Government from the recurring expenditure on teachers' salaries and will help to spread education in places where it is needed. The attainment of self-sufficiency in such a cooperative community will have an important effect upon the lives of the pupils and of the people as a whole, and far-reaching results are sure to follow. Moreover, the possibility of all the children of school-going age receiving schooling for about eight years would also have been brought within the range of practicability.

If the Government will announce the scheme, ensuring appropriate financial and other support along above lines for the villagers and for the teachers working in such schools, the response from village people and teachers will be encouraging. As there are several teachers throughout India, inspired by high ideals and with a sense of patriotism and duty, a beginning may be made as early as possible. Following the example of a few such pioneering institutions, others are sure to follow in an increasing number.

APPENDIX III

Productivity in Hansa Basic School (Hansa, Distt. Dharbhanga, Bihar State.)

The Hansa School aims at the following targets of production :

Grade I	Provision of one school meal per day and one set of school uniform per year.	1/8th	through children's own work ; the rest to be contributed by Home, Society and State.
Grade II	-do-	2/8th	-do-
Grade III	-do-	3/8th	-do-
Grade IV	-do-	4/8th	-do-
Grade V	-do-	5/8th	-do-
Grade VI	-do-	6/8th	-do-
Grade VII	-do-	7/8th	-do-
Grade VIII	-do-	The whole to be met through children's work.	

N. B. : The above brief note furnished by Sri R. S. Upadhyaya indicates the proposed productivity chart for the Hansa Basic School. It was stated that two years of work showed that it will be possible to achieve these targets progressively.

APPENDIX IV

List of Places and Institutions Visited by the Assessment Committee on Basic Education

Andhra State :

1. Seva Samiti Junior Basic School, Tadipalligudem.
2. Government Teacher's Training Institute, Pentapadu.
3. Sarvodaya Junior Basic School, Tirvur
4. E.M.S. Junior Basic School, Tirvur.
5. Krishna District Board Junior Basic School, Tirvur.
6. Sarvodaya Senior Basic School, Tirvur.
7. Sarvodaya Junior Basic School, Tirvur.
8. Sarvodaya Teachers' Training School for Women, Tirvur.

Assam State

1. Kophara Junior Basic School.
2. Anijmikirgaon Junior Basic School.
3. Chaparmukh Junior Basic School.
4. Pukhuripar Junior Basic School.
5. Basic Teachers' Training Institution, Raha.
6. Titabar Town Junior Basic School.
7. Chupaha Junior Basic School.
8. Mejinga Junior Basic School.
9. Basic Teachers' Training Institution Titabar and its attached practising Basic schools.
10. Sunderland Memorial Basic School, Shillong.
11. Mawlai Junior Basic School, Shillong.
12. Sanmer Basic School, Shillong.
13. Lady Reid Basic Teachers' Training Centre, Malki, Shillong.

Bihar State

1. Rohatgi Kundan Kanya Basic School, Patna.
2. Patna Govt. Senior Basic Teachers' Training School and its attached practising school.
3. Naubatpur Sarvodaya High School (Post-Basic School).
4. Senior Basic Teachers' Training Institution, Bikram and its attached practising school, pre-Basic School etc.
5. Anandpur Senior Basic School.

6. R.S. Upadhyaya Sarvodaya High School, Paithana.
7. Govt. Post-Graduate Basic Training College, Turki.
8. Sarvodaya High School (Post-Basic School), Turki.
9. Senior Basic School, Turki,
10. Jagannath Dokra Senior Basic School, Vaishali.
11. Bhagwanpur Ratti Senior Basic School.
12. Kanhauli Nai Talim Vidyalaya (Associated with Bihar Khadi Samiti).
13. Susa Senior Basic School.
14. Pusa Senior Basic Teachers' Training Institution.
15. Dighra Senior Basic School.
16. Kasturba Trust Social Workers' Training Institution, Waini.
17. Senior Basic School, Hansa.
18. Latipur Primary School.
19. Nagarpara Senior Basic Teachers' Training Institution, Senior Basic School and other institutions.
20. Senior Basic School, Jairampur.
21. Senior Basic School, Bihpur:
22. Sarvodaya High School, Bihpur.

Bombay State

1. Basic School at Madhi.
2. R. V. Girls Basic School, Madhi.
3. Kamal Chod Central School.
4. Graduate's Basic Training Centre, Dhulia.
5. Basic Training College (Government), Dhulia,
6. King Edward VII Technical School.
7. Municipal School No. 1.
8. Practising Basic School attached to the Basic Training College.
9. Boys' School, Paral.
10. Girls' Primary School, Paral.
11. Underkhede Basic School.
12. Naridigar Craft School.
13. Basic Primary Training College, Jalgaon.
14. Basic Training College, Jalgaon.
15. Girls' Basic Training College, Jalgaon.
16. Basic Training Centre, Loni.
17. Hingne Stree-Shikshan Sanstha, Poona.
18. Police H.Q. Basic School.
19. Basic School, Garag.
20. Basic School, Amin Bhavi.
21. Basic School for Girls, Amin Bhavi.

22. Basic School, Haro Beedi.
23. G.B.T.C., Dharwar.
24. Men's Training College, Dharwar.
25. Women's Training College, Dharwar.

Delhi State

1. Govt. Senior Basic School, Okhla.
2. Govt. Junior Basic School, Sarai Juliana.
3. Govt. Junior Basic School, Lajpatnagar.
4. Govt Junior Basic School, Humayunpur.
5. Govt. Senior Basic School, Naharpur.
6. Teachers' Training Institute, Jamia Millia.
7. Govt. Teacher's Training Institute for Women, Darya Ganj.
8. Junior Basic School in the Central Institute of Education, Delhi.

Madhya Pradesh

1. Hindustani Talimi Sangh, Sevagram.

Madras State

1. Gandhi Sewa Sadan Basic Training School and Senior Basic School, Palghat.
2. St. Aebastin Basic High School.
3. Govt. Basic Teachers' Training School, Palghat.
4. Pre-Basic Teachers' Training School, Kasturba Gram.
5. Teachers' Training Centre and other institutions at the Ramakrishna Mission Vidyalaya at Perianaickenpalayam.
6. The District Board Basic School, Idigarai.
7. Different institution including the Senior Basic School and Post-Basic School at Gandhigram.
8. Gandhi Niketan, Kallupatti.
9. Govt. Basic Training School, Kallupatti.
10. Kasturba Gandhi Kanya Gurukulam.
11. Senior Basic School at Vedaranyam
12. Govt. Basic Training School at Vedaranyam.
13. Senior Basic School, Karuppenpulam.
14. Govt. Basic Training School for Women, West Tanjore.
15. Marathu Senior Basic School, West Tanjore.

Mysore State

1. Bettahalsur Senior Basic School.
2. Vidyanagar Teachers Training Institution and Practising School.
3. Channpatna Basic School.
4. Shantigram Basic School, Hassan.

5. Kalal Basic School, Mysore.
6. Bandanval Basic School, Mysore.
7. Nanjangud Vidyapeeth Adult Education Centre, Mysore.

Orissa State

1. Teachers' Training School, Angul.
2. Post-Graduate Basic Teachers' Training College, Angul.
3. Jarasingha Basic School, Angul.
4. Angul Town Basic School.
5. Angul High School.

Travancore-Cochin State

1. Basic Teachers' Training School, Theroor.
2. Basic School, Theroor.
3. Basic Training School, Chergannur.
4. Navamkerala Basic School.
5. Basic Teachers Training Institution, Cherpu.
6. Mayanoor Basic School, Trichur.

Uttar Pradesh

1. Govt. Constructive Training College, Lucknow.
2. Govt. Basic Training College, Lucknow.
3. Govt. Junior Basic Training College and Middle School, Lucknow.
4. Basic Primary School, Arjunganj.
5. Basic Primary School, Amaithi.
6. Basic Primary School, Gusainganj.
7. Junior High School, Gusainganj.
8. Chinhat Junior High School and Basic Primary School.
9. Kotwasarak Junior High School and Basic Primary School.
10. Samurrganj Basic Primary School and Junior High School.
11. Purisbahlal Basic Primary School.
12. Purabazar Basic Primary School and Junior High School.
13. Jarhi Junior High School and Basic Primary School.
14. Darohannagar Junior High School and Basic Primary School.
15. Bikapur Basic Primary School.
16. Khujrahat Basic Primary School and Junior High School.
17. Kurebhar Basic Primary School and Junior High School.
18. Amhat Basic Primary School and Junior High School.
19. Mau Aima Janata College, attached Junior High School and Basic Primary School.
20. Harison Ganj Basic Primary School.
21. Malki Basic Primary School.

22. Malak Harhar Basic Primary School.
23. Hathgarh Basic Primary School.

West Bengal State

1. Sural Junior Basic School, Shanti Niketan.
2. Shiksha Satra Senior Basic School, Shani Niketan.
3. Shiksha-Charcha Basic Training School, Shantiniketan.
4. Benoy Bhaban Teachers' Training College, Shanti Niketan.
5. Shiksha Niketan, Govt. Basic Teachers' Training Institution.
6. Kalanabagram Junior Basic School.
7. Shiksha Niketan, Senior Basic-cum-Junior Technical School.
8. Belut, Junior Basic School.
9. Palla Road Junior Basic School.
10. Govt. Post-graduate Basic Teachers' Training College, Banipur.
11. Govt. Under-graduate Basic Teachers' Training College, Banipur.
12. Senior and Junior Basic Schools attached to the above colleges.
13. Pre-Basic Schools attached to the Training Institution, Banipur.
14. Rama Krishna Mission Teachers' Training School for Women at Sarisha.
15. Junior Basic School attached to Rama Krishna Mission Teachers' Training School for Women at Sarisha.
16. Training Centre for Adults, Sarisha.

APPENDIX V

List of Persons Met by the Assessment Committee on Basic Education

Andhra State

1. Shri R.M. Murty Raju, M.L.A.
2. Dr. D.S. Reddi, D.P.I., Andhra.
3. Shri Pichuramaya, Personal Assistant to the Director of Public Instruction.

Assam State

1. Shri O.K. Das, Education Minister, Assam.
2. Rajkumar, S. Gohain. Basic Education Officer, Assam.
3. Shri D. Goswami, Retired D.P.I.
4. Miss A.P. Das, Social Worker.
5. Dr. S.K. Bhuiyan.
6. Shri H. Bhuyan, President, Shankar Mission, Nowgong.
7. Dr. A. Bhagawati Baraka, Inspector of Schools, Central Assam Circle.
8. Shri W. Rahman, Dy. Inspector of Schools, Nowgong.
9. Shri Giri Kanta Baraha, Chairman, School Board, Nowgong.
10. Shri Gopal Ch. Sarmah Barooah, Inspector of Schools, Upper Assam Circle.
11. Shri Chakreswar Saikia, Headmaster, Late Mihiram Saikia High School, Titabar.
12. Shri Jaygaram Gohaiee Superintendent of Normal School, Jorhat.
13. Shri Jayram Das Daulatram, Governor of Assam.
14. Shri Vishnu Ram Mendhi, Chief Minister.
15. Dr. H.C. Bhuyan, D.P.I.
16. Mrs. B. Lais, Inspectress of Schools, Assam.
17. Shri A. Alley, M.L.A.
18. Shri Mohan Singh. M.L.A.

Bihar State

1. Acharya Badri Nath Verma, Education Minister, Bihar.
2. Dr. Basudeo Narain, Vice Chancellor, Patna University.
3. Shri K.P. Sinha, Director of Public Instruction, Bihar.
4. Shri Dwarka Singh, Deputy Director of Education, Bihar.
5. Shri R.R. Diwakar, Governor, Bihar

6. Shri S. J. Mazumdar, Education Secretary, Bihar.
7. Shri D.N. Sinha, Inspector of Schools, Muzaffarpur.

Bombay State

1. Smt. Indumati Chiman Lal, Deputy Minister.
2. Dr. B.B. Samant, Under Secretary.
3. Drs. D.V. Chickarmane, Deputy Director, Basic Education.
4. Shri Vedekar, I.C.S., Secretary, Education Department.
5. Shri Morarji Desai, Chief Minister.
6. Shri Jugat Ram Dave.
7. Shri U.N. Vasavada, District Inspector of Schools, Surat.
8. Shri M.M. Shukla, Principal, G.B.T.C., Rajpipla.
9. Shri K.N. Adhvaryn, A.D.I., Surat.
10. Shri L.H. Patel, Chairman, Distt. School Board.
11. Shri M.P. Patel, M.L.A.
12. Shri R.G. Vyas, Social Worker.
13. Shri B.R. Patel.
14. Smt. Annapurna Ben.
15. Shri P.S. Mulgaonkar, Educational Inspector, West Khandesh.
16. Shri H.M. Shirudkar, Asstt. Deputy Educational Inspector.
17. Shri B.P. Save, Educational Inspector, East Khandesh.
18. Shri Kakashahib Rane, M.P.
19. Shri D. Patil, President, Women's Tr. College, Jalgaon.
20. Shri S.S. Bhandarkar, D.P.I., Bombay.
21. Shri R.N. Trivedi, Deputy Director, Bombay.
22. Shri J.A. Vakil. -do-
23. Shri V.K. Choudhury. -do-
24. Shri B.M. Meemamsi. -do-
25. Shri V.H. Bhanant. -do-
26. Shri S.S. Raichur. -do-
27. Shri H.B. Shaik, Principal, Basic Training Centre, Loni.
28. Dr. Zakir Hussain,
29. Shri K.R. Palekar.
30. Shri B.M. Bartake, A.D.E.I., Poona District.
31. Dr. D.R. Karve.
32. Dr. S.S. Patke, Principal, Secondary School.
33. Shri H.M. Kale, Administrative Officer, D.S.B., Dharwar.
34. Shri H.A. Shiggaon, Divisional Craft Organiser.
35. Shri V.J. David, Dy. Edn. Inspector, Dharwar.
36. Shri K.B. Tergaonkar, Educational Inspector, Dharwar.
37. Shri S.P. Patil, Principal, T.C.M.

New Delhi

1. Dr. Zakir Husain, Vice-Chancellor, Aligarh University.
2. Shri K. G. Saiyidain, Educational Adviser to the Ministry of Education.
3. Dr. P.D. Shukla, Deputy Educational Adviser, Ministry of Education.
4. Dr. K.L. Shrimali, Deputy Minister of Education.
5. Shri Shriman Narayan, General Secretary, All India Congress-Committee.

Delhi State

1. Dr. A.N. Banerji, Director of Education.
2. District Inspector of Schools for Basic Education, Delhi State.
3. Shri Gurmukh Nihal Singh, Chief Minister.
4. Shri M.L. Mohindra, Asstt. Secy. (Edn.), Delhi State Govt.
5. Shri B.S. Sehgal, Dist. Inspector of Schools.
6. Shri S.R. Thapar, Dist. Inspector of Schools.
7. Shri N. R. Gupta, Asstt. Director (Social Education).
8. Dr. E.A. Pires.
9. Mrs. K. Reddy, Asstt. Director of Education.
10. Shri G.L. Jain, Chief Education Officer, Delhi Municipal Committee.
11. Shri Ajit Singh, M.L.A.
12. Shri Chintamani, M.L.A.
13. Shri Hira Singh, Chairman, Distt. Board, Delhi.
14. Mrs. Raj Dulari, Asstt. Distt. Inspectress of Schools.
15. Dr. Jiwan Narain, Enforcement Assistant.

Madhya Pradesh (Sevagram)

1. Kakasaheb Kalelkar, President, Hindustani Talimi Sangh.
2. Shri E.W. Aryanayakam, Secretary, Hindustani Talimi Sangh.

Madras State

1. Shri S. Subramaniam, Education & Finance Minister, Madras.
2. Shri C. Rajagopalachari.
3. Dr. M.D. Paul, Deputy Director of Public Instruction.
4. Shri Raghav Menon, Ex-Minister.
5. Shri S. Rajam, Basic Education Officer, Coimbatore District.
6. Dr. Laurence, District Education Officer.
7. Shri R. Achutan.
8. Shri A.R. Menon, Chairman, Municipal Council.
9. Shri K. Kumaran, Social Worker, Perur.
10. Dr. Nanjappa, Ex-Chairman, Coimbatore Municipality.
11. Shri Thippaya, Vice-Chairman, District Board.

12. Shri K. Arunachalam, Principal, B.T. College, Ramakrishna-Vidyalaya, Perianaickenpalayam.
13. Shri S. Arunachalam, Vice-Chairman, District Board, Madurai.
14. Shri R.V. Rudrapaswamy, Basic Education Officer, Coimbatore.
15. Kumari M.S. Bhima, B.A.L.T., Headmistress, Govt. Basic Training School for Women, Paleiyampatti.
16. Shri S. Raman, Headmaster, Govt. Basic Training School, Malliputtur.
17. Shri C. Khankraj, Headmaster, Govt. Basic Training School, Mellur.
18. Shri E.S. Parmeshwaram, Headmaster, Govt. Basic Training School, Dindigul.
19. Shri Venkataswamy, Headmaster, Graduate Re-training Centre, Batlagundu (Madurai Dist.)
20. Conference of Basic School teachers in the compact area round about Gandhigram and the staff and trainees of the different institutions located in Gandhigram.
21. Shri Vedratnam Pillai.
22. Shri Venkatachala Thevar, Vice-President, West-Trichur District Board.
23. Smt. Saraswati Buraiswamy, District Education Officer, East-Trichur.
24. Shri K. Nadar, Chief Minister.
25. Shri N.D. Sundravadivelu, H.P.I., Madras.

Mysore State

1. Shri N.S. Hirannah, D.P.I., Mysore.
2. Deputy Director of Education, Mysore.
3. District Education Officers.
4. Shri Venkataswamy, Principal, Basic Teachers' Training Institution, Vidyanagar.
5. Shri B. M. Krishnan, B.A., Education Secretary, Govt. of Mysore.
6. Shri A.G. Ramchandra Rao, B.A., B.L., Minister for Education, Mysore State.
7. Shri D. Visweswaraiya, B.Sc., B.T.,
Special Development Officer, Education Department.
8. Shri K. Hanumanthiya, Chief Minister, Mysore.
9. Shri M.S. Rajagopala Rao, M.A. (Lond.),
Retd. Deputy Director of Public Instruction.
10. Shri N.S. Venkataram M.Sc., B.T.,
Special Officer for Educational Reforms in Mysore.
11. K. Sreenivasa Acharlu, M.A., B.T.
12. Shri Siddavranavalli Krishna Sarma.
13. Shri N.S. Linga Sastry, M.Sc., B.T.
14. Shri N.S. Siddalingiah, M.A., Ph.D.,
Principal, Teachers' College, Bangalore.
15. Members of the Mysore Adult Education Council.

16. Shri S. Channah, President, State Congress Committee.
17. Shri T.V. Thimma Gowda, Special Officer, In charge of Adult Education.
18. Dr. Kuppusamy.
19. Shri Deve Gowda.
20. Shri Puttaswami.
21. Shri Narayansami, Sarvodaya Samaj.
22. Shri Manjunath.
23. Shri Gafur.
24. Shri D. Nanjuediah.
25. Shri Thimma Gowda.
26. Shri Sreerangaraja.
27. Dr. Sivaramiah.
28. Shri Abdul Rahman, Ex-Vice President, Mysore.
29. „ Valiullah.
30. „ Sattar Sait.
31. „ Abdul Cahar.

Orissa State

1. Dr. B. Prasad, D. P. I.
2. Shri B. N. Rath, Principal, R. N. Training College, Cuttack.
3. „ G. Padhi, Organiser, Basic Education, Angul.
4. „ Shama Sunder Misra, Secretary, Servants of India Society, Cuttack.
5. Dr. Mayadhar Mansinha, Principal, G. M. College, Sambalpur.
6. Shri R. K. Bose, M. L. A, Cuttack.
7. „ S. B. Choudhury., Chief Social Education Organiser, Bhanjanagar.
8. „ Radhanath Rath, Education Minister.
9. „ R. Sarangi, Education Secretary.
10. „ H. Misra, Vice-President, Secondary Education Board.
11. „ S. P. Mahanti, Home Minister.
12. Smt. Malati Choudhry.
13. Shri Chittaranjan Das, Headmaster, Post-Basic School.
14. „ Natabara Debata, Leader of Mobile Teachers' Training Squad.
15. „ Biswanath Paikray, -do-
16. „ Chandrasekhar Nayak, -do-
17. „ M. C. Pradhan, Former D. P. I., Orissa.

Travancore-Cochin State

1. Shri P. Govinda Menon, Chief Minister.
2. „ V. Sundararaja Naidu, D. P. I.
3. „ M. K. Raman, Deputy Director.

4. Dr. B. K. Pillay, Special Officer for Second Five-Year Plan..
5. Shri Ponnumuthu Nadar, Inspector of Basic Schools.
6. „ Cheryan, Divisional Education Officer.
7. „ A. Neelakanta Iyer, Dist. Educational Officer.
8. „ K. Gopalan Nair, Member, Elementary School Syllabus-
Revis on Committee.
9. „ O. Krishna Pillay, -do-
10. „ Seetharama Iyer. -do-
11. „ P. V. Nair, Director of Industries.
12. „ C. Thomas, Director of Agriculture
13. „ Daniel.
14. „ P. K. Abdulla, Director of Panchayats.
15. „ V. P. Narayanan Nair, Project Officer.
16. Rev. C. I. Abraham, C. M. S. Kottayam.
17. Shri Vesudevan Pillay, N. S. S. Schools.
18. Brig. Subhananda Raj, Salvation Army.
19. Major Joseph Daniel, Salvation Army.
20. Shri P. K. Krishna Sastry, Kerala Hindu Mission.
21. Dr. C. O. Karunakaran, Member, Education Board..
22. Shri Parameswaram Pillay, Mayor.
23. „ G. Chandrasekhara Pillay, Ex-Minister.
24. „ K. R. Elankatu, Ex-Minister.
25. „ K. Janardaran Pillay, Sanchalak, G. S. Nidhi.
26. „ M. Krishnan Nair, President, Kerala P. C. C.
27. „ A. P. Udayabhanu, -do-
28. Dr. B. Natarajan, Principal, Hindu College, Nagercoil,
29. Shri T. S. Ramaswami, M. L. A.
30. Dr. M. E. Naidoo.
31. Shri Ramaswami Iyer, District Educational Officer.
32. „ P. M. Mani, Retired Engineer,
33. „ Keralavarma Appan Thampuran, Divisional Education-
Officer, Ernakulam.
34. Shri John, District Educational Officer, Ernakulam.
35. „ E. Padmanabha Menon, Headmaster B. T. I.

Uttar Pradesh State

1. Shri Hargovind Singh, Education Minister, Uttar Pradesh.
2. „ C. N. Chak, Director of Education, Uttar Pradesh.
3. „ B. P. Bagchi, Education Secretary, Uttar Pradesh.
4. „ B. D. Bhatt, Deputy Secretary, Education, Uttar Pradesh..
5. Dr. A. K. Pachauri, Deputy Director of Education.
6. Shri D. D. Trivedi, Inspector of Schools.

7. „ K. N. Sukul, Director, Govt. Central Pedagogical Institute, Allahabad.
8. „ Manohar Saroop Saxena, O. S. D. Secondary, Education.
9. Dr. Sampurnanand, Chief Minister, U. P.
10. Shri Girishan Srivastava, P. A. to the Director of Education.
11. „ Ram Pal Trivedi, Teacher, Senior Basic School, Alambagh and President, District Teachers' Association.
12. „ Sham Manohar Misra, M. L. A.
13. „ M. Prashad, Assistant Superintendent, Municipal Board, Lucknow.
14. „ D. N. Chaturvedi, Director of Literary Education and Social Services.
15. „ Shri Raja Roy Singh, Additional Director of Education.
16. „ J. N. Bhatnagar, District Inspector of Schools, Barabanki.
17. „ S. N. Jha, District Inspector of Schools, Barabanki.
18. „ Principal and members of the staff, J. B. T. C., Fyzabad.
19. „ D. D. Trivedi, Lucknow.
20. „ Jay Narain Rai Bhatnagar, District Inspector of Schools, Barabanki.
21. „ S. N. Jha, District Inspector of Schools, Fyzabad.
22. „ Jai Narain Tandon, -do- Sultanpur.
23. „ G. M. Parkash, -do- Partapgarh.
24. „ R. Lahiri, -do- Allahabad.
25. „ Dr. A. R. Pachauri, Deputy Director of Education, Lucknow.
26. „ M. U. Ahmad, Deputy Director of Education, Allahabad.
27. „ B. D. Srivastava, Principal, Junior Basic Training College, Allahabad.
28. „ K. Rab, Principal, Janata College, Mau Aima.
29. „ P. N. Chaturvedi, Instructor, Community Centre, Allahabad.
30. „ J. N. Sharma, Deputy Director of Schools, Allahabad.

West Bengal State

1. Shri Samiran Chatterjee, Headmaster, Shiksha Shatra Senior Basic School, Sriniketan.
2. „ Santosh Bhanja, In charge of Craft Instruction, Sriniketan.
3. „ Vijay Bhattacharjee, Member, West Bengal State Advisory Board on Basic Education.
4. „ Tarak Chandra Dhar, In charge, Rural Reconstruction Work, Vishwa Bharti.
5. Smt. Gouri Bhanja Choudhury, Member, West Bengal State Advisory Board on Basic Education.
6. Dr. P. C. Bagchi, Vice-Chancellor, Vishwa Bharti.
7. Shri Satya Narain Banerjee, Member, West Bengal State Advisory Board on Basic Education.
8. „ N. Roy, Chief Inspector, Social Education.

9. ,, J. N. Das Gupta, Deputy Chief Inspector, Basic Education.
10. ,, Anil Mohan Gupta.
11. ,, D. N. Roy, Principal, Davin Hare Training College.
12. ,, M. K. Sen Gupta, Special District Inspector of Schools.
13. Dr. P. Roy, D. P. I., West Bengal.
14. Prof. N. K. Siddhanta, Vice-Chancellor, Calcutta University.
15. Prof. P. R. Sen, M. L. A., Member, State Advisory Board of Basic Education.
16. Shrimati Renuka Roy, Minister of Refugee Rehabilitation, West Bengal.
17. Shri Panna Lal Bose, Minister of Education, West Bengal.
18. Dr. D. M. Sen, Education Secretary, West Bengal.

Notes:—In addition to the above, the Committee also met and held discussions with the Principal (or Headmaster) and member of the staff of the institutions visited by it.